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APTOS AREA GENERAL PLAN

SANTA CRUZ COUNTY



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APTOS AREA GENERAL PLAN

SANTA CRUZ COUNTY

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ADOPTED BY
THE COUNTY PLANNING COMMISSION
JULY 26, 1967

ADOPTED BY
THE BOARD OF SUPERVISORS
SEPTEMBER 26, 1967

PREPARED FOR SANTA CRUZ COUNTY BY
LIVINGSTON AND BLAYNEY, CITY AND REGIONAL PLANNERS
AND THE COUNTY PLANNING DEPARTMENT

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AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF
SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

DECEMBER, 1967

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CONTENTS

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BACKGROUND	1	TRAFFICWAYS AND TRANSPORTATION	24
History of the Area		Route 1 Freeway	
		Major Streets	
CURRENT CONDITIONS AND FUTURE TRENDS	3	Railroads	
		Airports	
PHYSICAL FACTORS	3	UTILITIES	26
Topography and Soils		Water Supply	
Natural Hazards		Flood Control	
Climate		Sewage Disposal	
PRESENT DEVELOPMENT	5	Gas and Electric Service	
Aptos and Environs		Refuse Disposal	
Seacliff		DESCRIPTION OF THE GENERAL PLAN	30
Rio del Mar		RESIDENTIAL DEVELOPMENT	
La Selva Beach		COMMERCIAL DEVELOPMENT	
Aptos Seascape-Los Barrancos		COMMUNITY FACILITIES	30
Freedom Boulevard-Day Valley-Pleasant Valley		Schools	
Zoning		Parks	
POPULATION, EMPLOYMENT, AND HOUSING NEEDS	8	OPEN SPACE	31
Planning Area Population		TRAFFICWAYS	32
Future Population Distribution		FROM PLAN TO REALITY	34
Age Distribution		USING THE PLAN	
Employment		DEVELOPMENT REGULATIONS	34
Residential Development		Zoning	
COMMERCIAL DEVELOPMENT	13	Subdivision Regulation	
Retail Stores		Environmental Amenity	
Offices		PARKS AND OPEN SPACE	38
Commercial Services		State Parks	
Tourist Commercial Facilities		Local Parks	
Future Commercial Development		Private Open Space	
INDUSTRY	15	TRAFFICWAYS	39
Agriculture		OTHER EFFECTUATION DEVICES	39
Other Industries		Urban Renewal	
Future Prospects		Assessment Districts	
SCHOOLS	16	Citizens' Committee	
Future School Needs		Incorporation	
PARKS AND RECREATION	17	DEVELOPMENT PLANS	41
Regional Parks		APTOS VILLAGE DEVELOPMENT PLAN	41
Regional Park Needs		SHORELINE SKETCH PLAN	43
Golf Courses			
Local Parks			
Local Park Needs			
PUBLIC BUILDINGS	22		
Libraries			
Fire Stations			
Other Public Buildings			



Late in 1965 the County received an urban planning grant from the federal government to assist in financing preparation of a general plan for the Aptos area. The planning area extends from Cabrillo College on the west to La Selva Beach, and northwest to the boundary of Nisene Marks State Park and northeast to include Day Valley and Pleasant Valley.

A 72-member citizens advisory committee was appointed by the Board of Supervisors and the Planning Commission. The committee submitted a report recommending policies on future development of the Aptos area. Surveys and analyses of existing conditions and projections of future trends were made by the consultants and the County Planning Department, and were published in a report, Aptos Area: 1966 - The View Ahead - 1990, in September 1966. Later that year preliminary versions of the general plan were presented at meetings of the Citizens' Committee and the Planning Commission. In March 1967 the proposed general plan was submitted to the Commission, and it held public hearings. The Citizens' Committee requested that the proposed plan be referred to it for review. This was done, and the Committee's recommendations were received in July. Following an additional hearing, the County Planning Commission revised the plan and adopted it July 26, 1967. The Board of Supervisors held public hearings, rejected some of the revisions made by the Commission, referred the plan back to the Commission for recommendations, and adopted it September 26, 1967. It now represents official County policy on development of the Aptos area.

In the years 1958-61 a comprehensive general plan for the County was prepared and adopted. The Aptos area general plan differs from the earlier County-wide plan in that it is based on more detailed study and consequently its proposals are more specific. Using new topographic mapping, proposed street alignments were studied in detail by the planners and reviewed by the County Public Works Department. Future traffic projections, made with the latest computer-based techniques, were provided by the State Division of Highways and George S. Nolte, Consulting Civil Engineers. Proposed community facilities sites were selected with great care and precisely delimited. Although the plan does not pretend that all of these are the only suitable sites, they were studied in enough detail to ensure that they unquestionably are well suited to their proposed uses. Also, while they are not parts of the general plan, a detailed development plan for Aptos Village and a sketch plan for conservation of the shoreline were prepared. Both plans are presented in the final chapter of this report.

The 1961 General Plan looked ahead to 1985, while the Aptos Area General Plan shows three points in time - when the area grows from its present 9,000 population to 15,000, 30,000, and 50,000 year-round residents. As a bench mark, 29,000 is the projected 1990 planning area population. A plan that showed a contiguous pattern of urban development for but one point in time necessarily would be based on the unrealistic assumption that all new development would be contiguous with the old. Actually, the costs of extending streets, utilities, and public services are the only practical limitations on the location of new development. Consequently urbanization is bound to occur in a somewhat scattered pattern until an area is completely developed. That is why the plan shows the Aptos area as it will be when it is fully developed (50,000 population) some time after the turn of the century. Even then, the area will not stop growing, because old sections will be rebuilt at higher

densities (more housing units per acre) and some hillsides once considered too steep will be built on.

HISTORY OF THE AREA

Aptos is an Indian word meaning "meeting of the streams". During the Mexican period Aptos Rancho was granted to Rafael Castro; in 1840 it consisted of 6,680 acres. A small village grew up on the west side of Aptos Creek. Across the creek, on the present village site, a sawmill was built in 1851. The stream was bridged in 1863, and soon a saloon, a livery stable, and a hotel were established on the east side. In 1872 Castro sold all of his land on this side of the creek, except for lots he had disposed of earlier, to Claus Spreckels, the San Francisco sugar king. He had come to know the Aptos area when he built a large sugar mill in Watsonville.

The Spreckels mansion at Aptos boasted the first elevator south of San Francisco. During the '70's and '80's Spreckels made Aptos a social center by building a hotel with an outdoor dancing pavilion, a racetrack, a polo field, and numerous cottages on his estate. His guests included the King of Hawaii. In 1892 Spreckels gave a right of way for the Loma Prieta railroad, and Aptos became a lumber producing center. This activity lasted until after the turn of the century. Following Spreckels' death in 1908, a large part of his estate was sold. Aptos Village continued as the focus of development. Soquel Drive became the state highway. Gradually more residences, many of them rustic summer homes, were built along the roads radiating from the village.

The Aptos pier, now gone, was built by Castro in the early '50's. It was enlarged in 1867, and Spreckels used it to load lumber on ocean schooners bound for Hawaii. The World War I concrete ship at the present pier was brought there by an enterprising night club owner who operated it for a time as a dance hall.

In 1925, subdivision of Rio del Mar commenced. The combination of a golf course and a bathing beach with residential development had proved highly successful on the Monterey Peninsula. In addition to the golf course, a luxurious Spanish-style clubhouse was built. A beach clubhouse was added later. Although the upland area was subdivided in the conventional suburban lot pattern of the time (5,000 to 20,000 square feet), the scarce beach frontage was developed with shoulder-to-shoulder houses on narrow lots reminiscent of San Francisco. Coming on the market shortly before the depression, Rio del Mar was a financial failure. There was some construction in the 1930's but not until after World War II did the subdivision begin to fill up.

Development of Seacliff started in the 1920's. The area grew slowly until the postwar years. The State purchased Seacliff Beach in 1931. The Aptos Beach portion of the park was acquired in 1934 and 1936, with an addition in 1955.

La Selva Beach's Playa Boulevard parkway marks it as a "planned" residential development. Originally called Rob Roy, the community was laid out in 1925. In 1947 the property owners formed the La Selva Beach Improvement Association which owns and maintains the beach for members' use. The La Selva Beach Recreation District, which now operates the clubhouse and playground, was established in the mid-1950's.

The most important event in the recent history of Santa Cruz County was selection of the Cowell Ranch as the site for a new University of California campus with an eventual enrollment as high as 27,500. The anticipated impact of the University on the county's growth caused the Planning Department to raise the General Plan's 1985 permanent (non-seasonal) population projection from 200,000 to 291,000. Even before final selection of the campus site, a wave of real estate speculation swept the county. Although U.C.S.C. opened with a student body of 650 and its 1970 projected enrollment is only 4,000, already considerable development is underway. Average annual population growth from 1960 to 1965 was approximately double the annual rate from 1950 to 1960.

Throughout the county there is an awareness of the need for far-sighted plans that will provide sound answers to the questions rapid growth and development will pose. Because of its great beauty and strategic location, nowhere are the stakes higher than in the Aptos area. The Citizens' Committee reported:

"Today the Aptos area retains most of the natural beauty that has attracted year-round and part-time residents and visitors. However, other parts of California offer numerous examples of once beautiful areas that have been despoiled by uncontrolled development and thoughtless exploitation of natural resources. While recognizing that some measure of change is inevitable and in certain instances is desirable, one of the principal issues the Aptos area faces is what natural and man-made features are worthy of preservation."

The Subcommittee on Community Amenities clearly identified the basic issue:

"Beyond specific plans and recommendations, concern is ultimately with values. The search is for a landscape of beauty and order, where a harmony prevails between man and nature. We can achieve this if we are willing to pay the price. Indeed, we cannot afford to do otherwise. Development, economic return, and progress can be measured only as they relate to the total ecology of the area. Our actions must be measured by esthetics which transcend the quantitative economics of the present and are based upon the quality of the future. We must use all our resources to protect, nurture, and create relationships of value in our community estate so that we might pass on to future generations a rich and meaningful inheritance."

CURRENT CONDITIONS AND FUTURE TRENDS

PHYSICAL FACTORS

The Aptos area is marked by strong scenic contrasts and widely varied topography and vegetation. Tree-capped cliffs lift sharply from the long, easy crescent of the beach, and are punctuated at intervals by a number of steep arroyos. At the top of the cliffs, a flat shelf gradually gives way to low hills and rolling knolls, and these in turn rise into forested promontories and ridges on the steep slopes of the Santa Cruz Mountains. It is in these mountains that, over the centuries, water running from the higher elevations has formed ravines and long valleys; and it is here that many small streams have their source and flow into the major creeks--Aptos, Valencia, and Trout--that unite near Aptos Village and flow as one, between Seacliff and Rio del Mar, to the beach and the Bay. The creek courses, the ravines, and the hillsides are covered with trees and brush. Dense forests, primarily redwoods, lie on the hilly slopes in the northwest portion of the planning area; oaks and eucalyptus predominate to the east. Parts of the tableland atop the cliffs, and the nearby knolls are studded with trees, chiefly pines and cypress; other portions of the bluff are bare. From the edge of the cliffs, a sweeping panorama up and down the beach takes in the Ben Lomond Mountains to the west and the Monterey Peninsula to the south. From almost any ridge, hilltop, or valley, there are views of wooded hills, forests, meadows, or ravines. In all but the most intensively developed sections of the area, the natural landscape dominates the roads and the structures.

TOPOGRAPHY AND SOILS

The inland portions of the north half of the planning area are generally steep, with slopes of more than 30 per cent, and with elevations rising to 1,800 feet. The steepest grades lie to the north and northwest, near the Forest of Nisene Marks State Park, where three-quarters of the terrain has an average slope of over 30 per cent. Some of the ridge-tops and promontories are inaccessible, and consequently have no potential for cultivation or development. In the higher reaches of the planning area, there are a number of small elongated mountain valleys, including Long, Deer, and Bear Valleys, which are planted in apple orchards. Two larger valleys lie to the east, Day Valley and Pleasant Valley.

In the steeper terrain, the promontories run in a north-south direction and define the three major drainage basins of the planning area. The most westerly basin feeds Aptos Creek; next, to the east is the smaller Trout Creek and its tributary area, and further east lies the Valencia Creek drainage basin. These areas are part of the larger Soquel hydrographic unit which extends west of Rodeo Gulch and north to the top of the Santa Cruz Mountains. To the east, where the steep terrain descends into low hills, the drainage pattern is less distinct. Pleasant Valley drains toward the Pajaro Valley. Day Valley is in the Valencia Creek drainage basin. Seacliff, Rio del Mar, La Selva Beach, and the undeveloped coastal area drain into the Bay from the arroyos between the cliffs.

About half of the land in the Aptos planning area is subject to active erosion, with nearly ten per cent characterized as having severe problems. According to the U. S. Department of Agriculture Soil Conservation Service, most of this erosion occurs east of Valencia Creek, where 90 per cent of the land is classified as having either active or severe erosion. This includes most of the steep slopes as well as the almost flat land of the La Selva Beach community.

the Aptos golf course and vicinity, portions of the tableland in the proposed Aptos Seascape development, all of Day Valley, and approximately three-quarters of Pleasant Valley. Any soil is subject to erosion under certain conditions, but except in severe cases where trees and brush have been completely cleared, erosion can be controlled by terracing, drainage control, and similar measures.

Several small areas, all lying east of Valencia Creek, have unstable soil conditions due to their sand or clay composition. These areas lie east and south of Freedom Boulevard at McDonald Road, south of Highway 1 and east of Rio del Mar Boulevard, near White Road at Larkin Valley Road, and along portions of the bluff on the Seascape property. Unstable soils in these areas present difficulties for development, since they generally have a low weight-bearing capacity, require carefully controlled grading, and, often, special foundations for heavy structures.

Only a minor part of the planning area has soil suitable for agriculture. Using a rating system which compares all soils in the state on the basis of depth, texture, acidity, density, alkali content, drainage, erosion, and slope, only some ten per cent of the planning area has soil classified as good to excellent for agricultural use. Although land so rated is scattered throughout the planning area, only a small portion of it is devoted to agriculture. The rest is either in residential development or is inaccessible because of steep terrain.

NATURAL HAZARDS

Although available existing data show no earthquake fault lines within the planning area, a number of secondary faults are known to exist in adjacent areas. In addition, one of the most active faults in the country, the San Andreas fault, runs through the Santa Cruz Mountains approximately along the County line. The fault pattern near the planning area suggests that some minor faults may traverse the northern portion.

Because of the dense growth of trees and brush throughout much of the area, the danger of forest fires is always present. The Aptos Fire Protection District serves primarily the developed sections in the southern half of the planning area, while the largely undeveloped northern half is served by the State Division of Forestry. Water supply and access to some remote sections are inadequate, and increased use of the area by campers in the dry season tends to increase fire hazard. Two areas in particular are designated as fire hazard areas by the California Division of Forestry. One is the Monte Toyon area along Mangles Creek. This 2,500 acre area is covered with heavy timber, brush, grass, and some logging slash. In addition, there are some 200 structures, many of wood, including Monte Toyon summer camp. A larger fire hazard area, which extends beyond the planning area itself, includes the northeasterly portion near Bean Hill north of Pleasant Valley. This is mainly forested, with only a few widely scattered houses, and is under the jurisdiction of the Corralitos station of the Division of Forestry.

CLIMATE

All of Santa Cruz County has a "marine Mediterranean" climate, with mild, clear days dominating the weather pattern. In the City of Santa Cruz the annual mean daily maximum temperature is 69.2

FOREST OF NISENE MARKS STATE PARK

CABRILLO
COLARCA

SEYMOUR DR

HIGHWAY 1

LAS OLAS DR

SEACLIFF BEACH STATE PARK

FRUIT GULCH

SEACLIFF BEACH DR

BLVD

SOQUEL DR

FREEDOM

WILSON DR

DAY VALLEY PARK

FREEDOM

JAMES RD

BLVD

WHITE RD

VALLEY RD

SEASCAPE BLVD

SEASCAPE BLVD

SEASCAPE BLVD

SEASCAPE BLVD

SEASCAPE BLVD

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SEASCAPE BLVD

-  RESIDENTIAL
-  HOTEL, MOTEL, RENTAL CABINS,
TRAILER PARK, CAMPING FACILITY
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC, INSTITUTIONAL
-  SCHOOL (GRADES)
K-6
-  RECREATION
-  AGRICULTURE
-  FOREST
-  VACANT
-  FREEWAY
-  STREETS AND HIGHWAYS

LA SELVA BEACH

MANRESA BEACH
STATE PARK



EXISTING DEVELOPMENT

degrees and the mean daily minimum, 44.1 degrees. During the summer months, from June through October, the mean daily maximum temperature ranges through the middle 70's; and it drops to around 60 degrees in mid-winter. The July mean maximum in Santa Cruz is 11 degrees higher than at Half Moon Bay and 7 degrees higher than at the Monterey weather station. Extremes occasionally reach the upper 90's for a day or two at a time, but prolonged hot weather is unknown.

Fog occurs at times throughout the County, but during the fall, winter, and spring it is mostly confined to the night and early morning, and usually will persist for only a few days at a time. A wide variation in amount of fog occurs with change in exposure to the sea-breeze, and distinct differences in microclimates can be found within very short distances as a result. Summer fog usually moves up the shoreline from Monterey to Soquel Cove, but the land mass of Soquel Point channels it back toward the ocean. The Point also acts as a shield against west and northwest winds, thus protecting the water and land areas in the vicinity of Soquel Cove.

Winds blow from the west more than 50 per cent of the time, and during the summer are from this direction virtually all of the time. This keeps cool marine air from the Pacific Ocean moving over the county; only occasionally during fall months does the wind get around to the east and northeast and bring hot air from the interior valleys. These hot winds are of short duration, seldom lasting more than three days at a time.

Rainfall in the Santa Cruz area averages nearly 32 inches per year, but some 91 per cent of it falls in the six months from November through April. During the other months, precipitation is usually in the form of occasional night and morning drizzle.

The coastal portion of the county on Monterey Bay has unique climatic conditions that make the beaches particularly suitable for recreation. The prevailing winds are from the northwest from May to December. The Ben Lomond Mountain ridge, which runs roughly north-northwest, deflects these winds on a line from central Santa Cruz (City) to north of the Pajaro River, leaving Soquel Cove in a partial wind eddy. Consequently the sun has a thinner layer of fog to burn off in the mornings, and shines through much earlier in the day than in other nearby coastal areas. This phenomenon is intensified by the fact that the Salinas Valley trough offers no resistance to fog and cold winds off the ocean. The off-shore winds along the Santa Cruz beaches are lighter than in Monterey County, both because of the Soquel Cove eddy effect and because of the late afternoon down draft from the San Lorenzo Valley and the Soquel Valley area.

Not only are radiant temperatures and air temperatures higher at the beaches than elsewhere on the California coast north of Santa Barbara, but also the water is warmer. Temperatures have not been systematically recorded, but it is known that ocean currents and eddy effects caused by the position of the Bay tend to warm the water from Santa Cruz Point to the Pajaro River.

PRESENT DEVELOPMENT

APTOS AND ENVIRONS

This portion of the planning area includes all urban development

north of the highway between Borregas Gulch and the ridge just west of Freedom Boulevard. Development is scattered, and considerable buildable land still is unsubdivided.

Although Aptos Village is the traditional focal point of the area, since construction of the freeway the State Park Drive interchange provides the principal entrance. To the west is a church, greenhouses, and a pitch-and-putt golf course. To the east is Rancho del Mar shopping center. The rustic, ranch-style buildings of the shopping center are attractive and the signs are restrained, but the large parking lot is bare of landscaping. Two service stations and several small commercial buildings have sprung up across Soquel Drive.

The Village is divided by Aptos Creek. The west portion, consisting of only a half dozen store and office buildings with parking in front, lies on the north side of Soquel Drive. East of the Creek, a string of buildings occupies steep ground on the south side of the street; the railroad parallels the north side. With their stilt foundations and recently built covered walks and remodeled period facades, these store buildings give the Village the air of an early California mining town. At the east end of the Village, the new Aptos Post Office overlooks the Creek. Across Soquel Drive at Trout Gulch Road is another group of store buildings, and the venerable Bay View Hotel. This white-painted, three-story frame structure, with a giant magnolia tree in front, is a local landmark which the Citizens' Committee recommended be preserved at all costs. The Village Fair, a combination flea market and fruit stand, occupies a former warehouse building on Trout Gulch Road. A large parking area lies between the hotel and Village Fair, and a smaller parking lot adjoins the Post Office. People also park along the railroad track on Soquel Drive. Although the amount of parking appears adequate for present needs, it is poorly arranged in relation to the stores.

The Citizens' Committee termed Aptos Village the potential "focus for community identity", and recommended that it be developed as a tourist attraction. Its old buildings, some of which are of Victorian vintage and which are currently being restored might surround a village square, the Committee suggested, and perhaps other such buildings could be brought in from other parts of the county. Addition of a recreation center and an amphitheatre, and expansion of shopping and office facilities, also were proposed.

On the portion of Soquel Drive that serves as the freeway frontage road, east and west of Aptos Avenue, is a broken strip of stores, service establishments, and real estate offices. There also is a spot of commercial development, including a 10-unit motel, on Soquel Drive west of Freedom Boulevard.

In 1966, Aptos and environs contained 985 housing units including 926 single family dwellings and 59 apartments in 16 buildings. An exterior inspection survey by the County Planning Department classified 128 residential buildings as "deteriorating" (in need of minor repairs and maintenance) and 25 as "dilapidated" (in need of major repairs). Adding the 26 commercial buildings termed "deteriorating" and the 9 termed "dilapidated" yielded a total of 188 substandard structures, or over 18 per cent of all those in the area. The major concentration was around Aptos Village.

Along Trout Gulch Road and Valencia Road are older small houses

built on the steep creek banks. Originally these were used as vacation cabins, but now they generally are occupied year round. Most of the other houses in the area have been built since World War II, mainly in the '50's and the '60's. Typically they are conventional, medium-priced tract homes in subdivisions with relatively low cost off-site improvements. Wide, unpaved shoulders give the streets an unkempt look. There are no curbs and gutters and no sidewalks. Utility poles generally are in the street right of way where they are particularly noticeable, and there are no street trees.

However, some of the Aptos subdivisions have higher quality features. Park Wilshire and adjoining Vienna Woods are good examples of how to subdivide in a forest clearing. The surrounding tree growth is a visual asset, and, when the street trees in Park Wilshire mature, they will soften the raw look of new development. Some split lots in Vienna Woods have been severely graded. Thousand Oaks has relatively large lots which have made it possible to save many of the trees on the site. Here and in Rio del Mar Knolls, streets generally have been effectively fitted to the contours, but in Rolling Green Estates there has been excessive grading. In the Mesa Drive-Soquel Drive area, streets have been built and house sites provided without heavy grading. However, lack of another east-west street in the 900 foot stretch between Mesa and Soquel has caused property owners to split off rear lots served by private streets with minimum improvements.

A census taken by the County in November 1965 counted 3,075 persons in Aptos and environs. Of these, 38 per cent were pre-school and school age (0-17 years), and 9 per cent were over 65 years old--a much younger population than in the county as a whole.

Aptos Grade School is located east of the Village on a spectacular 19 acre site surrounded on three sides by tree filled ravines. Less than half the site is usable, but portions are turfed and provide play space. Mar Vista Elementary School is located at the west edge of the area. A 7-8 grade school is being constructed on Huntington Avenue. The school playgrounds provide the only recreation facilities in the area.

SEACLIFF

The Seacliff community is bounded by Borregas Gulch, Aptos Creek, Highway 1, and the Bay. Its gateway, the State Park Drive freeway interchange, is bounded by a walled convent on the east and by 22 acres of vacant land and a landscaped 100-space trailer park on the west. At Center Avenue is a small commercial cluster of food stores, convenience shops, and cafes. Two motels and a smaller trailer park are adjacent. To the west are a half dozen small apartment buildings, and to the south lies the Seacliff Beach State Park parking lot and access drive.

Like much of the residential development near the beach in Santa Cruz and Capitola, Seacliff is subdivided into small lots, some of them only 3,000 to 4,000 square feet in area. In 1966 there were 781 housing units in the community, 671 single family dwellings, and 110 multi-family units in 32 structures. The Planning Department survey classified 84 residential buildings as "deteriorating" and only 3 as "dilapidated".

Although these substandard structures constitute over 12 per cent

of the total in Seacliff, they are scattered, and no single part of the community can be classified as in need of improvement.

Most of the houses in Seacliff are small, and some are tiny cottages. The area west of State Park Drive is fairly densely built up, with larger, more costly houses on view sites at the cliff's edge. There are few trees in Seacliff, and much of it has a slightly unkempt look created by occasional unpaved streets, untidy vacant lots, and exposed utility poles and tall TV antennae.

The 1965 census counted 1,452 residents in Seacliff. Twenty three per cent were pre-school and school age, and 25 per cent were over 65--the smallest proportion of children and the largest proportion of elderly people in the planning area.

Seacliff children in kindergarten through sixth grade are bussed to Mar Vista School across the highway. There are no neighborhood recreation facilities in Seacliff.

RIO DEL MAR

The Rio del Mar community is bounded by Aptos Creek, the Aptos Seascape property, Highway 1, and the Bay. There were 1,582 housing units in the area, 1,471 single family dwellings, and 111 apartments in 25 buildings. The survey classified 56 residential structures as "deteriorating" and 3 as "dilapidated".

A steep cliff curving inland divides Rio del Mar into two sections. One, commonly called "the flats", is a small area level with the beach, which at this point is nestled in a depression between the cliffs. The major access roads, Spreckels Drive-Aptos Beach Drive and Rio del Mar Boulevard, and three local streets converge on this area, terminating at the Esplanade, a wide, level expanse adjoining the beach. The potential of this special area has not been realized. A few shops and cafes are separated from the beach by a wide paved parking lot. Views of the beach are limited by a masonry seawall and parked cars. A few small stores and offices, a 43 unit motel, and several small apartments are located near the Esplanade. Just to the east, a larger 19 unit apartment is built in tiers stepping up the cliff. Although this type of construction affords each apartment a view, it blocks views from surrounding houses and mars the cliff itself. Most of "the flat" is developed with simple bungalows on small lots, reminiscent of portions of Seacliff. Few trees grace this section, although the number increases as the slopes rise up to the highway, and along the west and east edges near the creek and the cliff.

The other section of Rio del Mar lies north and east of "the flats". This is a well-established residential area of considerable prestige. The homes along the cliff have views over the Bay. Local streets generally run north-south at right angles to the beach, and double back at the cliff's edge. In some spots along Kingsbury, Lamanda, and Bay View Drives, no houses are built on the south side of the street, thus leaving views open for all to enjoy. A harmonious architectural quality is evident in this section of Rio del Mar, in spite of the fact that the houses have been built over four decades in styles ranging from Mediterranean to modern. Streets are narrow and tree-lined; there are no curbs or sidewalks.

Along some streets, vistas are framed by trees; on others, trees arch and meet overhead. Most of the trees were planted by the

developer. In this wooded landscape, power poles generally are unobtrusive. Urban development here has been sensitively handled, and as the community has matured, its charm has increased.

Aptos Beach Golf Course lies north of the railroad line that traverses the planning area. The surrounding rolling land is in residential use. Many mature trees have been preserved in the area north of the golf course, and streets follow the natural contours. The newer development built around the east portion of the course, however, has no trees, and there is little apparent organization in the street pattern. Wide streets, concrete curbs and gutters, and highly visible overhead utility lines all tend to give this area a rather sterile tract appearance, unlike the older section of Rio del Mar.

The November 1965 population of Rio del Mar was 2,564. Thirty two per cent of the residents were of pre-school and school age. Eleven per cent were over 65.

Rio del Mar Elementary School is located on Pinehurst Drive, at the east edge of the community. The school grounds provide the only neighborhood playground. It is within walking distance of only about 200 homes.

LA SELVA BEACH

Access to La Selva Beach from Highway 1 is via Mar Monte Avenue and San Andreas Road. The community is set between two wooded arroyos at the east edge of the planning area, south of the highway. In 1966 it contained 393 single family dwellings, and 42 multi-family units in 17 buildings. Sixty structures were classified as "deteriorating" by the Planning Department, and only 4 as "dilapidated".

Playa Boulevard, the main street running to the beach, is divided by a broad landscaped median with palm trees along its borders. Other streets are narrow and have no curbs or sidewalks. The many large trees along the streets and in the gardens tend to dominate the pleasantly harmonious residential structures. On Playa Boulevard at Estrella is a small cluster of neighborhood stores, and around the corner is a fire house and a recreation center and playground.

La Selva Beach school children in grades 1-3 attend Rio del Mar School, and most of those in grades 4-6 attend Valencia. Kindergarten also is at Valencia School.

The 1965 year-round population of La Selva Beach was estimated at 1,000.

APTOS SEASCAPE-LOS BARRANCOS

The area south of the highway between Rio del Mar and La Selva Beach consists of about 1,100 acres undeveloped except for St. Francis camp, a few widely scattered houses, and streets and utilities in a portion of the Aptos Seascape development and in Los Barrancos de Aptos subdivision.

The 465 acre Seascape property and the Aptos Beach Golf Course were purchased in 1963 by a developer, and the property was zoned in accord with a diagrammatic site plan he submitted. The plan

calls for conventional single family lots on the hilly portion of the site near San Andreas Road, adjacent to the golf course, and as a buffer in a small area south of the railroad across the ravine from existing Rio del Mar development. The rolling central portion of the property is to be used for single family residential clusters and retirement housing built around a par-three golf course. Atop the palisades, about midway between the east and west boundaries of the coastal portion of the site, the plan proposes a "town center", consisting of a shopping center north of the railroad and a cliffside convention center to the south, with a large parking lot between them. An automotive service center is proposed on San Andreas Road.

The original site plan called for cliffside apartments on the rest of the bluffs south of the railroad, and about 50 acres was zoned to permit this type of development. However, in 1966 a subdivision map calling for single family dwellings was filed for 29 acres just east of the sewage treatment plant, including a portion of the area zoned for apartments. The map calls for terracing the land from the railroad to the beach, creating sites for houses that would sit like spectators on bleachers, each row looking over the one in front. Despite a negative recommendation by the Planning Commission, the subdivision map was approved by the Board of Supervisors.

Los Barrancos de Aptos is located on 40 acres of the King property adjacent to La Selva Beach. The subdivision consists of 48 lots, ranging from a third of an acre to more than an acre, with common recreation facilities including a swimming pool, tennis courts, and a putting green. All utilities are underground. The wooded ravines and the beach are to be conserved in their natural state for the use of Los Barrancos property owners. The bluff portion of the King property is proposed to be developed in the future.

FREEDOM BOULEVARD-DAY VALLEY-PLEASANT VALLEY

These portions of the planning area are sparsely urbanized. There are scattered rural dwellings, a 55-space trailer park, two quarries, and various commercial uses related to agriculture strung out along Freedom Boulevard. Day Valley's rolling land is mainly in pasture dotted with orchards and chicken farms. Further east, the floor of Pleasant Valley is in apple orchards. From the relatively few houses on the hillsides, one looks south to Watsonville and the Pajaro Valley.

In 1966 there were a total of 292 dwelling units in the Freedom Boulevard-Day Valley-Pleasant Valley area, 284 single family dwellings, and 8 multi-family units in 4 buildings. Sixty-seven were classified as "deteriorating" and 51 as "dilapidated". The high proportion of substandard units (40 per cent) is not surprising in a marginal agricultural area. Population figures are not available for the area because it was not enumerated separately by the census.

There were a number of lot splits on private roads in Day Valley until minimum one-acre lot zoning was imposed.

Children living in the Freedom Boulevard corridor and in Day Valley attend Valencia School. Pleasant Valley K-8 grade students attend Bradley School in Corralitos.

ZONING

At present all of the developed portion of the planning area and some still undeveloped areas with road access are zoned. Commercial zoning is concentrated along Highway 1, on State Park Drive, on Soquel Drive, and elsewhere in the Village area. There also are small areas zoned for neighborhood commercial use in Rio del Mar and La Selva Beach. Multiple residential zones are located on Soquel Drive, between the railroad and the highway in Seacliff, near Aptos Village, on the flat near the Rio del Mar Esplanade, and in La Selva Beach. The balance of the area, except for the proposed Aptos Seascape development, is in various single family residential districts, the minimum lot size varying with the subdivision pattern. Accessible outlying areas typically are zoned residential-agricultural and agricultural. Monte Toyon camp is classified in the recreational district. A few areas with road access are still unzoned.

POPULATION, EMPLOYMENT, AND HOUSING NEEDS

Santa Cruz County has long been favored as one of California's prime vacation and retirement areas. Outside the cities, the 1960 census reported 35 per cent of the housing units as seasonal or held for occasional use. During the peak summer month the full time 1965 population of 106,000 is augmented by 25,000-30,000 summer residents and about 15,000 to 20,000 additional recreation seekers who enter the county for the day or for a short stay in transient accommodations. The proportion of the County's residents 65 or older is more than twice that in the state as a whole. Both the 1960 census and the 1965 special census indicate that about 10 per cent of employed county residents worked outside the county, two-thirds in the Santa Clara Valley. During the five and a half years between the 1960 and 1965 census, the county gained 22,000 inhabitants, representing an increase of 26.2 per cent or nearly 5 per cent per year as compared with 2.5 per cent per year during the previous 10 year period and 3.5 per cent for the state as a whole since 1960.

The most important single cause of growth has been the establishment of two new educational institutions--Cabrillo College and the new University of California at Santa Cruz. However, U.C.S.C. students, faculty and staff, and calculated support population account for only 10 per cent of the gain. University and College construction and the population boom itself expanded construction employment more rapidly than population during the period. Manufacturing employment gains, principally in the ordnance and electrical machinery categories, also led population growth. As everywhere, agricultural employment showed an absolute decline; and growth in wholesale and retail trade employment failed to keep pace with population. Average unemployment rose from 8.9 to 9.1 per cent of the labor force. Although both figures are well above state and national averages, persistent high unemployment did not prevent growth, partly because the labor force increased only 22 per cent and the proportion of residents between ages 24 and 65 declined slightly. The increase occurred in the college age and younger groups.

The coming population gain directly attributable to U.C.S.C. will substantially alter the pattern of the past, both in terms of more rapid overall growth and in age composition of the population. By 1975-76, the University projects an average three-term en-

TABLE 1

UNIVERSITY OF CALIFORNIA AT SANTA CRUZ: ESTIMATED POPULATION IMPACT 1965, AND PROJECTIONS TO 1990

	1965	1970	1975	1980	1985	1990
Student Enrollment	650	4,000 ^a	7,500 ^a	13,500 ^b	19,500 ^b	25,000 ^b
Student Dependents ^c	110	780	2,590	5,710	8,230	10,580
Sub-Total	760	4,780	10,090	19,210	27,730	35,580
Faculty and Staff ^c	160	640	2,740	4,950	7,140	9,150
Faculty and Staff Dependents ^c	410	1,600	6,850	12,360	17,800	22,880
Support Population ^c	950	4,560	13,970	25,180	36,270	46,500
Sub-Total	1,520	6,800	23,560	42,490	61,210	78,530
Total Population Impact	2,280	11,580	33,650	61,700	88,940	114,110

- a. University of California projection.
- b. Projections by Livingston and Blayney slightly exceed enrollment increase range of 500-1,000 students per year desired by the University.
- c. Ratios developed from University estimates.

rollment of 7,500. Although the General Plan for the University Environs prepared in 1963 forecast a maximum enrollment of 27,500 by 1990, a new policy adopted by the Regents in February 1966 may modify that forecast, for it prescribes that the growth of each campus should not exceed 500 to 1,000 students per year. If U.C.S.C. increases at the maximum recommended rate after 1975, enrollment would reach 22,500 by 1990. However, because pressures will increase with the state's growth, and because the desirable location of the Santa Cruz campus probably will make it popular with students, this report uses a rounded 1990 enrollment of 25,000.

Because the growth of U.C.S.C. will be the single most important element contributing to the county's expanding population, separate projections reflecting the University's impact were de-

TABLE 2

SANTA CRUZ COUNTY: POPULATION WITHOUT UNIVERSITY IMPACT 1950-1965, AND ASSUMED PROJECTIONS TO 1990

Period	State Growth Rate ^a (Per Cent)	Assumed County Growth Rate (Per Cent)	Illustrative Population Projection
1950	-	-	66,534
1950-1955 ^b	22.8	9.4	72,800
1955-1960	20.9	15.7	84,219
1960-1965	19.3	23.0	103,600
1965-1970	15.6	19.0	123,300
1970-1975	14.1	14.0	140,500
1975-1980	13.3	12.0	157,400
1980-1985	12.1	11.0	174,700
1985-1990	10.9	10.0	192,200

- a. California Department of Finance Series I Projection, 1966.
- b. Based on California Department of Finance estimates for California and Santa Cruz County as of July 1, 1955.

TABLE 3

SANTA CRUZ COUNTY: POPULATION INCREASE 1950-1965, AND PROJECTIONS TO 1990

	1950	1955	1960	1965	1970	1975	1980	1985	1990
Population Increase During Preceding 5 Year Period	-	6,266	11,419	19,747	20,054	18,330	19,950	22,560	24,630
Projected County Growth Rate, Excluding U.C.S.C. Impact	-	9.4	15.7	23.4	19.0	14.0	12.0	11.0	10.0
Projected Non-Student Increase Generated by U.C.S.C. During Preceding 5 Year Period ^a	-	-	-	1,520	5,280	16,760	18,930	18,720	17,320
Total Population Excluding U.C.S.C. Students and Student Dependents	66,534 ^c	72,800 ^d	84,219 ^c	105,486	130,820	165,910	204,790	246,070	288,020
Total U.C.S.C. Students and Student Dependents ^b	-	-	-	760	4,780	10,090	19,210	27,730	35,580
Projected Total Non-Seasonal Population	-	-	-	106,246 ^e	135,600	176,000	224,000	273,800	323,600
Projected County Growth Rate, Including U.C.S.C. Impact	-	-	-	26.2	27.6	29.8	27.3	22.2	18.2

a. Excludes students and student dependents. Developed from Table 1.

b. Developed from Table 1.

c. U. S. Census, April 1.

d. California Department of Finance estimate for July 1, 1955.

e. Special Census, November 1, 1965.

TABLE 4

SANTA CRUZ COUNTY: POPULATION 1950-1965, AND COMPARATIVE PROJECTIONS TO 1990

	1950	1960	1965	1970	1975	1980	1985	1990
U. S. Census	66,534	84,219	-	-	-	-	-	-
Santa Cruz County Special Census	-	-	106,246	-	-	-	-	-
Livingston and Blayney (1966)	-	-	-	135,600	176,000	224,000	273,800	323,600
Santa Cruz County General Plan (Revised 1961)	-	-	-	-	-	-	291,000	-
California Department of Finance (1963)	-	-	-	124,500	144,800	165,600	-	-
Capitola General Plan (1964)	-	-	-	132,000	-	229,000	-	320,000
California Department of Water Resources (1966)	-	-	-	-	-	-	-	230,000

veloped. Table 1 charts the growth of the University-generated population, based on enrollment projections for each five-year period from 1965 to 1990. For purposes of comparison, Table 2 projects the "normal" growth pattern that might have been expected without the impetus of U.C.S.C. development, and assuming that the county would have continued to grow at about the same rate as the state. Table 3 combines the "normal" growth pattern with the added growth induced by U.C.S.C. and projects the resulting total permanent population. The growth rates in this case, as shown in the table, are considerably higher than those that would have been obtained without the University. By 1990 University-oriented population is projected to constitute over one-third of the County total. Population projections made by Livingston and Blayney are compared with other recent projections in Table 4.

PLANNING AREA POPULATION

The Soquel-Aptos census division gained 6,340 residents between 1960 and 1965, a 70.8 per cent increase that was exceeded only by Scotts Valley with a 73.1 per cent increase. Because of the large size and choice of boundaries of the 1960 enumeration districts (subareas of census county divisions), it is possible to make a direct comparison between the 1960 and 1965 censuses only for the portion of the planning area south of the highway. The statistical unit most nearly comparable to the full planning area is the

TABLE 5

SANTA CRUZ COUNTY, CENSUS DIVISIONS AND APTOS PLANNING AREA: POPULATION 1960, 1965 AND PROJECTIONS TO 1990

Area and Census County Division	1960 Census	1965 Special Census ^a		1960-1965		1990 Projection		Increase 1965-1990
		Population	Per Cent of County	Increase	Rate (Per Cent)	Population	Per Cent of County	
North Coast (Seaside)	1,355	1,806	1.7	451	33.3	6,500	2.0	4,694
Santa Cruz-Capitola	36,759	44,198	41.6	7,439	20.2	142,400	44.0	98,202
Santa Cruz	25,596	27,624	26.0	2,028	7.9	119,700	37.0	92,076
Capitola-Live Oak	11,163	16,574	15.6	5,411	48.5	22,700	7.0	6,126
Central County	19,906	31,768	29.9	11,862	59.6	106,800	33.0	75,032
San Lorenzo Valley	7,509	10,518	9.9	3,009	40.1	32,400	10.0	21,882
Scotts Valley	3,437	5,950	5.6	2,513	73.1	25,900	8.0	19,950
Soquel-Aptos	8,960	15,300	14.4	6,340	70.8	48,500	15.0	33,200
South County	26,199	28,474	26.8	2,275	8.7	67,900	21.0	39,426
Pajaro	12,906	16,043	15.1	3,137	24.3	38,800	12.0	22,757
Watsonville	13,293	12,431	11.7	- 862	- 6.5	29,100	9.0	16,669
TOTAL COUNTY	84,219	106,246	100.0	22,027	26.2	323,600	100.0	217,354
APTOS PLANNING AREA	-	8,864	8.3	-	-	29,100 ^b	9.0	20,236

a. Assignment of population estimated by Santa Cruz County Planning Department where 1965 Special Census enumeration districts not coterminous with 1960 Census County Divisions.

b. Estimated by Livingston and Blayney at 50 per cent of Soquel-Aptos Census County Division and 12.5 per cent of Pajaro Census County Division.

Soquel-Aptos CCD, less enumeration districts entirely outside the planning area. This boundary includes a population 25 per cent greater than the Aptos planning area which, from interpolation of the 1965 census, is estimated to have had 8,864 residents. During the intercensal period, the population increase in the Soquel-Aptos CCD outran the percentage increase in housing units, dropping the vacancy rate from 31.6 to 29.8 per cent. In 1960 6.6 per cent of all Santa Cruz County housing units outside cities were vacant, non-seasonal units. Deducting this figure from the 1965 Aptos area vacancy rate of 31.8 per cent would leave 25.2 per cent seasonal units if all were vacant in November. Applying a rounded assumption of 25 per cent seasonal units to the estimated 4,353 total housing units in the planning area and assuming 95 per cent occupancy of seasonal units at 3.5 persons per unit during the peak period yields 1,030 units, adding a part-time population of 3,600 persons to the planning area.

In the portion of the planning area south of the highway the population increased by 109 per cent 1960-65 from 2,058 to 4,294. The increase in housing units was only 87 per cent, because of a slight increase in the number of persons per occupied housing unit, and because of an unknown combination of change in the amount of year-round occupancy and change in the per cent of vacant non-seasonal units for sale or rent.

FUTURE POPULATION DISTRIBUTION

General plans prepared for Santa Cruz in 1963 and for Capitola in

1964 show a total 1990 projected population of about 142,000 for the Santa Cruz-Capitola-Live Oak area, including the University environs. This would account for 44 per cent of the 1990 county population, as compared with 42 per cent in 1965. The continuing importance of the Santa Cruz-Capitola area as the county's urban core appears reasonable, considering the University's dominant role. Development of the extensive buildable areas around the campus west of Santa Cruz, and increased densities in the older portions of Santa Cruz and Capitola, will make it possible to accommodate the new residents. The Watsonville and Pajaro areas will continue to grow, but declining agricultural employment will slow the pace compared with other portions of the county, and their share of the total population is expected to decline from 27 per cent in 1965 to about 21 per cent by 1990. The remaining 35 per cent of the 1990 population will be spread throughout the county, with the north coast area, including Davenport and Bonny Doon, remaining the least populous section.

The Aptos planning area will continue to be one of the county's most desirable residential locations, but rising land values, shortage of flat land, and higher costs of developing hillside property probably will result in a slower rate of growth in future years. In 1965 the planning area's 8,864 residents comprised 8.3 per cent of the total county population. The 1990 population is projected at 29,100, or about 9.0 per cent of the county total.

Table 5 shows existing and projected 1990 population of the eight Census County Divisions and the Aptos planning area.

AGE DISTRIBUTION

In 1960, 19.1 per cent of the Santa Cruz County population was 65 years of age or older, compared with a state-wide figure of 8.8 per cent. The special 1965 census showed that this age group, as a percentage of the total, had decreased to 18.0 per cent, while for the state it had decreased to 8.5 per cent. Although the county probably will continue to have a greater proportion of senior citizens, the percentage is expected to continue to decline. Department of Finance projections (Series I, 1966) for 1990 show 9.3 per cent of the state's population in the 65-and-above age bracket; a county figure of 13 per cent is assumed, reducing by half the percentage difference between the state and the county.

The projected age composition of the 1990 population for California, Santa Cruz County, and the Aptos planning area, is summarized in Table 6.

The percentage of the county's population in the 45-64 age group declined slightly between 1960 and 1965, from 23.4 per cent to 22.4 per cent. The projected 1990 figure in this category for the county is 18.0 per cent, slightly exceeding the projected state figure of 17.0 per cent.

Historically, there have been proportionately fewer children, young people, and adults under 44 in Santa Cruz County than in the state as a whole, and in spite of recent trends, this situation still holds. The proportion of those in the 0-4, 5-24, and 25-44 age groups is expected, however, to more nearly parallel that of the state by 1990, with the most significant change being in the 25-44 age group which is projected to increase from 21.0 per cent in 1965 to 29.0 per cent by 1990.

The age composition of the Aptos planning area population follows a pattern similar to the county's. The 1965 special census showed 12.6 per cent of the population as 65 or over, a figure considerably lower than the county's but still exceeding the state's. Only Seacliff showed a significant variation, with its 24.7 per cent of older people almost coinciding with the high figures of 24.7 per cent in Santa Cruz and 25.0 per cent in Capitola-Live Oak--similar communities of older homes of moderate value on relatively small lots. Although the proportions of the Aptos area population in the 0-4 and 5-24 age brackets are expected to remain at about the same level as in 1965, the 25-44 group will increase from 24.2 per cent to 30 per cent. This forecast is consistent with the declining birth rate predicted for the United States over the next several decades. The increase of those between 25 and 44 will mean that a greater share of the area's population will be in the labor force.

EMPLOYMENT

If the present ratio between the size of the local labor force and the population ages 25 through 64 remains constant, the projected changes in age composition of the county's population will create a need for 129,000 local jobs by 1990, including 11,800 jobs for residents of the Aptos planning area. In 1965 total average employment in Santa Cruz County was 35,100.

An increase in the percentage of workers who commute to Santa Clara County may lower local job needs. Since parts of the Aptos

area already have substantial numbers of retired persons under 65, continued attraction of this affluent group or an increase in early retirement could further reduce the size of the local labor force below the calculated figure. As at present, about two-thirds of the Aptos planning area's 1990 employed residents probably will commute out of the area. Even if Aptos remains almost entirely a bedroom community, local jobs in retailing, services, schools, and other categories that follow population will employ a third of the resident labor force.

RESIDENTIAL DEVELOPMENT

Single-family houses account for some 87 per cent of all dwelling units in the Aptos planning area, according to the 1965 special census. Apartments make up approximately 10 per cent of the residential units, while house trailers account for the balance of 3 per cent. Of the total of 4,353 housing units enumerated by the census, 3,790 were single family houses, 431 were apartment units, and 132 were trailers.

Assuming no change in the 1965 average of 2.96 persons per occupied non-seasonal housing unit, the 20,236 additional population projected by 1990 would require an increase of 7,100 units, allowing for 5 per cent vacancies in all non-seasonal units. Construction would average 284 units per year plus replacement of obsolete dwellings. Another 7,000 units would be added by the time that population reached 50,000.

TABLE 6

CALIFORNIA, SANTA CRUZ COUNTY AND APTOS PLANNING AREA: DISTRIBUTION OF POPULATION BY AGE GROUP 1960, 1965 AND PROJECTIONS TO 1990

	1960 Per Cent	1965 Number	1965 Per Cent	1990 Number	1990 Per Cent
0-4 Years					
California ^a .	11.1	-	10.2	-	9.2
Santa Cruz County ^b .	8.8	-	7.6	-	8.0
Aptos Planning Area ^b .	-	303	9.1	2,600	9.0
5-24 Years					
California ^a .	32.4	-	35.5	-	33.4
Santa Cruz County ^b .	27.3	-	31.0	-	32.0
Aptos Planning Area ^b .	-	2,840	32.0	9,600	33.0
25-44 Years					
California ^a .	28.0	-	26.1	-	31.1
Santa Cruz County ^b .	21.4	-	21.0	-	29.0
Aptos Planning Area ^b .	-	2,149	24.2	8,800	30.0
45-64 Years					
California ^a .	19.7	-	19.7	-	17.0
Santa Cruz County ^b .	23.4	-	22.4	-	18.0
Aptos Planning Area ^b .	-	1,954	22.0	5,200	18.0
65 Years and Over					
California ^a .	8.8	-	8.5	-	9.3
Santa Cruz County ^b .	19.1	-	18.0	-	13.0
Aptos Planning Area ^b .	-	1,118	12.6	2,900	10.0

a. U.S. Census, 1960; California Department of Finance estimates, 1965; California Department of Finance Series I projections, 1990.

b. U.S. Census, 1960; Santa Cruz County Special Census, 1965; Livingston and Blayney projections, 1990.



HOTEL

ROOMS

COFFEE SHOP

Gifts

The VILLAGE FAIR
OPEN FRIDAY - SATURDAY - SUNDAY
PRODUCE DEPT. & NURSERY
IN REAR - OPEN DAILY

When the older cottages now inhabited by retirees and vacationers eventually are worn out and removed, and as land costs continue to rise, it is probable that these modest homes will be replaced by financially more productive residential units. Some of these will be apartments, but most will be larger, year-round residences needed by the greatly expanded permanent population. New residential development will use up much of the choice available buildable land near the beach, and the proportion of units available on a seasonal basis will decrease accordingly. It is estimated that seasonal housing which now comprises approximately 25 per cent of the area's housing stock will decline to around 15 per cent by 1990. The total number of seasonal units would be 1,826, an increase of 738 above the present stock. Using a conservative estimate of 3.5 persons per unit and a 5 per cent vacancy ratio, the seasonal population would be 6,100.

County-wide demand for apartments, already showing an upward trend, probably will increase, due partly to the presence of the University campus in Santa Cruz and partly to the anticipated change in age distribution. Students, university employees, newly formed families with limited resources, and retired persons with reduced incomes and space needs, will create a ballooning market for small rental units. Some of the growth in apartment units will occur in the Aptos area, although the largest portion will be in Santa Cruz and in other communities nearer the University. Already the trend is apparent in the city of Santa Cruz, where multi-family units constituted 22.5 per cent of all units in 1960 and 27.5 per cent in 1965. County-wide, the 1965 figure was approximately 17 per cent. As buildable land becomes more scarce and more valuable, developers will turn increasingly to multiple units as a means of realizing the best return on their investment. The result of these various factors will be to increase apartment construction county-wide; a modest increase in the planning area to 15 per cent of total dwelling units by 1990 seems likely.

Within the planning area there are some 8,540 acres of vacant buildable land: 3,510 acres of relatively level ground with less than 15 per cent average slope, and another 5,030 acres with between 15 and 30 per cent average slope. All of this land, of course, is not equally accessible or desirable. Almost 1,200 acres lie in the remote sections of the planning area north of the mountain valleys (Pleasant, Day, Long, Deer, and Bear) and adjacent to the Forest of Nisene Marks State Park, surrounded by steep terrain.

Assuming that 85 per cent of the permanent and seasonal units existing in 1990 will be single family houses, and that 15 per cent will be apartment units, at densities of 3.0 units per gross acre (includes streets) and 10 units per gross acre respectively, some 2,300 acres would be required for new residential development alone. The assumed single family density is typical of post-1960 subdivisions in the planning area. In addition, land will be needed for school sites, commercial facilities, parks, churches, and utilities, and possibly some for industry. Assuming no change in the mix of dwelling types or of densities, about an equal amount of land will be needed for residential construction between 1990 and the time that population reaches 50,000. Therefore, it is evident that the amount of available buildable land will be sufficient to accommodate this population at standards much like to-

day's, and at the same time to preserve all steep wooded slopes and ravines in their natural state.

COMMERCIAL DEVELOPMENT

Santa Cruz County's population is approaching a size that will induce construction of major new retail outlets. Downtown Santa Cruz and Watsonville remain dominant in shopping goods sales (apparel, general merchandise, furniture, and household appliances). As yet, there is no full-line department store, such as Macy's or the Emporium, in the county. These stores almost always enter a trade area as the anchor tenant of a regional shopping center. In order to attain an annual sales volume of \$50 per square foot, a 150,000 square foot store (the usual minimum size in a regional shopping center) must handle 35 per cent of the total department store purchases of 150,000 persons having the average per capita income of Santa Cruz County residents. There are no examples in northern California of a store of this type opening before trade area population reached 150,000, although a strong desire to preempt a market could precipitate early entry.

Sales Management Magazine's estimates of 1966 sales and expenditure patterns indicate that the net leakage of shopping goods sales from Santa Cruz County is about 17 per cent--not a surprising figure considering the proximity to major regional shopping centers over the hill. If a larger share of purchases by county residents is made elsewhere, then this loss is offset by sales made to seasonal residents or tourists.

The County has zoned two sites for regional shopping centers in the Capitola area, 5 to 10 minutes drive from the Aptos planning area. A 200,000 square foot Emporium store is proposed as part of a 500,000 square foot regional shopping center at Forty First Avenue and Capitola Road for which zoning was granted in 1964. The developers indicate that initial construction will include a junior department store of 120,000 square feet. Simultaneously in 1964 another zoning application was filed to permit a regional shopping center half a mile away on a 28 acre site at Forty First Avenue and the freeway. On the theory that free market competition should prevail, the County also rezoned this property.

Within the foreseeable future there will be a market for only one regional shopping center, and the most suitable location to serve the population of the county would be west of the planning area, where total travel would be minimized. However, if owners of zoned sites raise their prices too high, there could be attempts to locate a regional shopping center in the planning area. Any new major shopping center between Santa Cruz and the west edge of the planning area is bound to attract a large share of the Aptos area's shopping goods purchasing power.

RETAIL STORES

Rancho del Mar Shopping Center, with 62,000 square feet including 54,000 square feet of retail area, functions as the Aptos area's community shopping center, providing as wide a variety of goods and services as the present population can support. Its primary competition is the Disco store in Capitola. Sales volumes at the center are about 25 per cent higher in summer than in winter.

A community shopping center usually has a junior department store or a variety store as its principal tenant. Rancho del Mar has both, although they are of modest size, having a combined area of only 10,800 square feet. A 17,000 square foot Safeway supermarket is the anchor tenant and the only bank in the planning area is a key tenant. Both opened with the center in 1961. The 390 parking spaces provide a generous ratio to floor space.

Rancho del Mar occupies nine acres, and its central location would make doubling of the floor area, using the adjoining 5 acres owned by the developer, possible as planning area population triples. A 20,000-30,000 square foot variety or junior department store probably would be the largest store to be built in the planning area.

With next door competition from a modern shopping center, the future of Aptos Village will depend on exercise of initiative to enhance its old-fashioned charm. Sausalito and Tiburon in Marin County are examples of near-obsolete villages that lately have been successfully transformed into tourist-oriented shopping districts. Gift shops, arts and crafts studios, book stores, music stores, restaurants, apparel stores, and others that often cannot afford shopping center rentals might be attracted to a refurbished and expanded Aptos Village. Presently vacant land could accommodate about 25,000 additional square feet of store and office space with parking. The two existing markets, liquor store, hardware store, and several smaller specialty shops and personal service establishments total about 17,000 square feet. Another 15,000 square feet is used for offices, and the Village Fair occupies about 16,000 square feet.

Seacliff, Rio del Mar, and La Selva Beach each has a small group of stores. None of these commercial sites is likely to have enough tributary population or land area to attract the large stores that draw an increasing share of the trade everywhere. Retail floor space in the planning area totals about 80,000 square feet excluding the Village Fair.

The present population of the entire planning area is about that necessary to support a strong neighborhood shopping center in a highly urbanized area such as Santa Clara County where there now is one shopping center (neighborhood, community, or regional) for each 8,000 residents. A lack of competing large supermarkets probably causes a fair percentage of food purchases to be made outside the planning area. Retail commercial expansion will be triggered by opportunities for additional supermarkets.

Supermarket chains generally require a minimum prospective weekly volume of \$25,000 to justify opening a store, and the average for markets in neighborhood shopping centers is over \$30,000. Santa Cruz County per capita food store sales in 1966 were estimated by Sales Management at \$8.43 per week, as compared with the state average of \$7.28. Assuming that a decline in the share of sales to seasonal residents and visitors in the future would reduce the average to \$8.00 per capita, the projected 1990 planning area population would generate food store purchases of \$233,000 per week. Supermarkets are likely to capture 75 per cent or \$175,000, creating a demand for six or seven outlets. A probable pattern of distribution, if present trends were to prevail, would be one or two new markets in the Rancho del Mar-Aptos Village area, three in new neighborhood shopping centers,

and one or two freestanding markets. The traffic drawn by a large supermarket will create enough drug, variety, specialty food, hardware, and personal service business to support a neighborhood shopping center of 6 to 8 acres.

OFFICES

The planning area has about 35,000 square feet in banks and offices at the present time, less than half the space devoted to retail sales. Major medical offices are not likely, because most doctors prefer locations near hospitals, where they can make their calls more conveniently, and where specialized services are close at hand. Similarly, law offices tend to concentrate in county seats, readily accessible to the courts. While large offices, such as utilities, probably will prefer locations closer to the population concentration at Santa Cruz, banks, real estate offices, insurance offices, and similar services will continue to locate where they can serve best their local clientele. Much of this space will be in shopping centers.

Excluding banking, medical, and legal services, Santa Cruz County had in 1964 about 10 non-governmental office employees per 1,000 inhabitants. Application of this measure to the Aptos planning area yields a projection of 290 general office employees in 1990, requiring 43,500 square feet of floor space at 150 square feet per employee. Medical and dental offices could add another 20,000 square feet. If all of this space were separate from shopping centers, about 7 acres, including parking, would be needed.

COMMERCIAL SERVICES

Commercial service needs for the Aptos area in 1990 will be similar to those of other suburban communities of similar size. Because the major warehousing and distribution needs of the county are expected to be met by facilities in Santa Cruz and Watsonville, and because automobile sales and service agencies probably will tend to group together along auto rows or in auto centers in the Santa Cruz and Watsonville areas, only space for local commercial services will be needed in the Aptos area. These would include nurseries, building supplies, contractors' yards, cabinet shops, household equipment repair services, laundries, garages, mortuaries, printing shops, kennels and small animal hospitals, and similar non-retail uses catering primarily to a residential population. A realistic projection of local commercial service needs for 1990 would be about ten acres. At present two acres are in use.

TOURIST COMMERCIAL FACILITIES

Future hotel-motel needs are the most difficult to project with any degree of confidence. Much will depend on the financial and managerial capabilities of individual entrepreneurs and on County policies affecting the availability of sites. Because Santa Cruz County is a family vacation area that is off the main highway and has low off-season motel occupancy levels, construction of new first class units has been hard to justify, particularly outside the City of Santa Cruz where the seasonal extremes would be the greatest. The county has only 612 units listed in the A. A. A. Tour Book or .58 units per 1,000 population, as compared with 1.12 per 1,000 in Santa Barbara County and 1.32 per 1,000 in Monterey County.

Using the doubling of the number of beach visitors projected to result from doubling of the population of the tributary counties (the nine counties around San Francisco Bay; San Benito, Santa Cruz, Monterey, San Joaquin, Stanislaus, Merced, Madera, and Fresno counties) by 1990, it might be assumed that twice the present number of hotel-motel units would be needed. There are now about 60 motel units in the planning area.

Use of the 1960 California Outdoor Recreation Plan forecast of overnight and vacation trip user days, with camping and seasonal housing occupancy deducted, yields a 1990 county-wide demand for 8,000 transient units. The planning area's scenic setting will be an attraction, but high land prices and competition from Santa Cruz, with its new small craft harbor and commercial recreation facilities, will have the opposite effect. If 10 per cent of the units were to locate in the Aptos area, in 1990 it would have the same number (800) as operate in Carmel today.

Assigning the planning area as broad a range as 120-800 motel units, requiring 4-30 acres at 1,500 square feet per unit, provides only the probable inner and outer limits for planning purposes. Restaurants might increase the total by 5-10 acres.

The low projection assumes that the present market is fully served and that demand will increase only in proportion to regional population growth. The high projection assumes that increased leisure time and larger discretionary incomes will substantially increase overnight tourist business. Attainment of the high projection probably would depend on construction of a resort hotel with convention facilities, as proposed at Seascap, that would serve as the stimulus for building a motel complex in the planning area.

FUTURE COMMERCIAL DEVELOPMENT

The County zoning map now designates more than 200 acres for commercial use in the planning area, although existing commercial uses occupy less than 40 acres. Discounting commercially zoned property now in church and convent use, and areas too steep to be easily developed, there remain about 140 acres available for commercial development. There are a few residences on some of this property, but for the most part it is vacant. Major undeveloped commercial acreage includes a 22-acre parcel at the southwest quadrant of the State Park Drive interchange and several other parcels around the interchange totaling 16 acres; 10 acres east of the Rancho del Mar Shopping Center; the 6-acre open area lying west of the Bay View Hotel and the Village Fair in Aptos Village; and two parcels in the proposed Aptos Seascap development--the town center site (29 acres) and the San Andreas Road site of 12 acres. Preliminary plans for Seascap show the shopping center with about 34,000 square feet of floor space. Along Highway 1 east of the Village, the undeveloped portions of the strip commercial zone include about 15 acres.

Since prospects for a regional shopping center in the planning area are dim, the only likely occupants for the commercially zoned areas outside of the Rancho del Mar expansion area and Aptos Village are neighborhood shopping centers, offices, tourist commercial facilities, and commercial service establishments, representing a total maximum 1990 demand of 75 acres, based on the projections of this chapter.

Natural gateways to populated areas are the most logical neighborhood shopping center locations. However, if an area is expected to develop quickly, a central location within the neighborhood may be a logical shopping center site. Experience has demonstrated that local shopping centers can be designed to harmonize with residential neighborhoods, but the traffic they generate, particularly truck traffic, makes a peripheral location preferable.

Offices appropriately can locate in shopping centers, in the Village, or along freeway frontage roads. While commercial service establishments should be conveniently close to the population they serve, because of their generally unsightly appearance, they should not be located at community gateways or along highway frontage, particularly if the highway is to be a state scenic route.

Hotels, motels, and restaurants are suitable uses for freeway sites. Good looking buildings, tasteful signs, and landscaping can make them visual assets. However, since Aptos will be a destination, rather than a stop-over, for many visitors, there may be a demand for tourist accommodations at or close to the beach.

INDUSTRY

AGRICULTURE

Agricultural employment in Santa Cruz County is decreasing, as the industry becomes more mechanized and as croplands are removed from production by urban growth. According to California Department of Employment estimates, the average yearly employment in agriculture in the county dropped from 6,700 in 1958 to 4,700 to 1965. The Manpower Survey of the Central Coast Counties published by the Department of Employment in April 1966 projects a further drop to 4,400 by 1970. In 1958 agricultural employment represented 24 per cent of total county employment, but by 1965 the share had dropped to 13 per cent. Although related food processing employment increased from 1,900 to 2,200 during the same seven year period, it too declined from 7 to 6 per cent of total employment. Agricultural production in the county is centered in the Pajaro Valley and adjoining areas.

Within the planning area, apples are the principal crop. Most of the orchards are in Pleasant Valley and Day Valley, with smaller plantings in Long, Deer, and Bear Valleys. Other scattered pockets of apple production are located along Larsen Road, Trout Gulch Road, Valencia Road, and Valencia School Road. Besides apples, apricots, berries, and vegetables are grown in the Aptos area, and there is some poultry farming. At lower elevations, there are scattered pasture and grazing lands. There are also several Christmas tree farms in Day Valley. Total agricultural employment in the area ranges from a low of about 150 in May to about 400 in September, according to County Planning Department estimates.

The U. S. Department of Agriculture's Soil Survey of the Santa Cruz Area shows excellent soils (rated I or II according to the Storie scale) in Deer and Bear Valleys, and in scattered portions of Long and Pleasant Valleys. However, most of the flat or gently sloping lands in both Day Valley and Pleasant Valley, the two largest agricultural areas, are classified as Corralitos Sand, a

soil of fairly low agricultural value but capable of producing fair crop returns if fertilized. Day and Pleasant Valleys contain over a quarter of all land in the planning area with slopes of 15 per cent or less, and consequently they will become targets of developers when the flat coastal lands are developed or committed to development.

The planning area can accommodate the projected 1990 population, at densities typical of recent subdivisions, without urban encroachment into the agricultural valleys; but it is difficult to justify retention of Day Valley and Pleasant Valley in agricultural use on the grounds of economic necessity. The principal crop, apples, is not unique or irreplaceable; other areas produce apples equally well. If it were determined to be desirable to retain the land in agricultural use, a balance would have to be maintained between land value, as reflected by property taxes, and the value of crops produced. As the urban development potential of farm land increases and speculation occurs, the resulting tax squeeze on the farmer eventually makes continued agricultural production uneconomical, and forces him to sell to the subdivider.

OTHER INDUSTRIES

Other than agriculture, industrial activities in the planning area are minimal, with full-time employment estimated at less than 30 persons. The Borden Company has a distributing plant and warehouse in Seaciff adjoining Highway 1, two wholesale florist businesses operate at Aptos, and there are two active sand and gravel quarries on Freedom Boulevard--one east of McDonald Road and one near Day Valley Road. Neither quarry is a major resource in itself, and there are numerous other more productive quarries elsewhere in the county. Because they are located in a rural area, the quarries' detrimental features have received little notice. If the operations continue or are expanded, the nuisance and blighting effects will become more critical in the future, particularly if the Freedom Boulevard corridor is given over to residential development. Not only would the dust and noise deter development of adjacent lands, but also the heavy trucks would be objectionable to residents and motorists over a greater area. Probably the most serious and long lasting damage will be the unsightly scarred landscape that will remain even after the quarries have been depleted. Geologic data for the northern portion of the planning area are incomplete, and mineral potential cannot be evaluated. Except for existing quarries, mineral deposits in the southern portion are minor, and are not considered economically exploitable.

FUTURE PROSPECTS

The Citizens' Committee suggested that industries particularly suited to Aptos would include insurance administration headquarters and research and development laboratories. The Committee urged that industry locate in several smaller developments rather than in a large, centralized district. This would minimize traffic problems. Competition for clean or "think" industry in California is extremely keen, and almost every community is promoting this type of development because it creates tax resources without accompanying detrimental effects. The examples closest to Aptos are Monterey Airport Industrial Park and the IBM facilities at Edenvale and Almaden in Santa Clara County. With its typical tastefully designed buildings and spacious landscaped

grounds, this type of plant would fit ideally on suitable sites along Highway 1.

Because the chances of the Aptos area attracting insurance office headquarters or "R and D" plants are extremely problematical, it is not possible to project space needs for this kind of industry. However, the special character of the area might well cause such development to locate there. It is said that Harper and Row, publishers, located at Pleasanton because the company president saw the beautiful valley from a train window upon awaking one morning. If the plan designates any land for industrial use, residential development will be inappropriate in the immediate vicinity. Even the whitest of white collar offices and plants creates traffic that is objectionable to householders.

SCHOOLS

Schools in the Aptos Planning area are operated by the Pajaro Unified School District, which was formed in 1965 by the unification of six elementary school districts and the Watsonville Joint Union High School District. The Pajaro District encompasses that part of Santa Cruz County generally south and east of Cabrillo College and Nisene Marks State Park. The District utilizes a K-6, 7-8, 9-12 grade system, although several schools currently vary from these divisions. Two of the three schools in the Aptos area, Mar Vista and Rio Del Mar, include students from kindergarten through grade six. Aptos Grade School has only seventh and eighth grade students, but they will attend Huntington School when it is completed. Residents of the planning area in grades nine through twelve attend Watsonville High School. The District receives State financial aid.

The three elementary schools serve most of the Aptos area, but students living in Pleasant Valley and along White Road attend

TABLE 7

APTOS PLANNING AREA: EXISTING SCHOOLS

	Mar Vista Elementary	Rio del Mar Elementary	Aptos ^{a.} Grade School
Constructed	1965-67	1961-63	1929, 1961
Site Acreage	9.3	13.6	18.7
Grade Levels	K-6	K-6	7-8
Enrollment, October 1965			
K-6 grades	415	493	229
7-8 grades	0	0	308
Present Capacity	450	440	535
Future Capacity	450	440	400 ^{b.}

a. Currently houses grades 7-8; will become K-6 after completion of new intermediate 7-8 grade school in 1968.

b. Original 1929 building to be demolished.

schools in Corralitos and Freedom. The County Planning Department estimates that about six per cent of the planning area's students attend parochial schools in Soquel, Santa Cruz, or Watsonville. Because of the terrain and the scattered pattern of development in the planning area, it is necessary to bus most of the students to school.

The School District originally selected a flat, 50 acre high school site near the coast, adjoining Aptos Seascap on the east. However, the price proved too high,, and a steeper 55 acre site south of Freedom Boulevard near Rob Roy Junction was selected. Construction is under way.

TABLE 8

APTOS PLANNING AREA: PROJECTED SCHOOL REQUIREMENTS

	Planning Area Population		
	15,000	30,000	50,000
Elementary Schools (K-6 grades)			
Projected students in planning area,	1,825 ^a	3,650 ^a	5,640 ^a
Less estimated 6 per cent in parochial schools,	- 113	- 225	- 340
Projected public school students,	1,712	3,425	5,300
Existing schools and capacity,	1,290	1,290	1,290
Mar Vista at 450 students			
Rio del Mar at 440 students			
Aptos Grade at 400 students			
New school enrollment,	522	2,135	4,010
Schools required	1	4	7
School capacity	500-600	500-600	500-600
Intermediate Schools (7-8 grades)			
Projected students in planning area,	495 ^a	990 ^a	1,532 ^a
Less estimated 6 per cent in parochial schools,	- 30	- 60	- 92
Projected public school students,	465	930	1,440
Existing schools and capacity			
Huntington (under construction)	700	700	700
New school enrollment,	--	230	740
Schools required	--	--	1
School capacity			1,200
High Schools (9-12 grades)			
Projected students in planning area,	945 ^a	1,890 ^a	2,930 ^a
Less estimated 6 per cent in parochial schools,	- 55	- 110	- 175
Projected public school students,	890	1,780	2,755
Proposed schools and capacity			
Freedom Boulevard site	2,000	2,000	2,000 ^b

a. Population in each age group projected as the same share of the 5-24 year age group (see Table 6) as projected for the state by the California Department of Finance Series I Projection (1966).

b. Excess students over planned capacity will attend high school outside planning area.

FUTURE SCHOOL NEEDS

The projected 1990 planning area population will include about 6,530 children of school age (5 through 17). Assuming that 6 per cent will attend parochial or private schools, and that the present grade system will be continued, public school attendance will be about 3,425 in grades K-6, 930 in grades 7-8, and 1,780 in grades 9-12. If new schools are built with State aid, the recommended enrollment and site standards of the State Department of Education probably will be followed. Present State standards for elementary schools recommend an enrollment of 350 to 700 students, with site area requirements ranging from 5.2 to 9 usable acres. The Pajaro District prefers a maximum of 500 to 600 students in elementary schools. If current District standards are followed, and the three existing schools remain at their planned capacities, the area will need four additional elementary schools by 1990 and three more by the time that population reaches 50,000. Projected intermediate and high school attendance is below the District's maximum standard of 1,000 to 1,200 intermediate school and 2,200 to 2,400 high school students per school. One school of each type will fulfill anticipated 1990 needs, but a second 7-8 grade school will be needed after 1990.

The Citizens Committee report favored smaller elementary schools, partly on the ground that a greater number of small schools spread through the planning area will bring more children within walking distance of school and of playground facilities after school and on weekends. On the other hand, having larger and fewer schools may effect savings in land costs, maintenance, and administration. With land costs predicted to continue their upward spiral, and with the supply of available level land dwindling with each passing year, potential school sites should be identified and acquired well in advance of need.

The planning area enjoys a major educational asset in nearby Cabrillo College, which is becoming a cultural and recreational center for central Santa Cruz County. Facilities, including a swimming pool, tennis courts, playing fields, dining and meeting rooms, and an auditorium are available for public use when classes are not in session. The annual Cabrillo summer music festival, which draws audiences from all of northern California, is held at the college. With recently completed additions, it now accommodates its maximum planned capacity of 4,500 students.

PARKS AND RECREATION

The prime assets of Santa Cruz County are its present and potential mountain and beach park lands. About 12 per cent (32,700 acres) of the land in the county is used for recreation. Of this total, 23,700 acres are in State-owned mountain and beach parks, and the balance is in local parks and privately owned facilities. The portion of the Santa Cruz coastline bordering Monterey Bay is especially suitable for recreation because it is protected by land form that causes the weather to be warmer, with less fog and wind, than anywhere else on the northern and central California coast. This factor plus favorable conditions for swimming and surfing make the Santa Cruz beaches the most popular in the region. They draw 40 per cent of the total attendance at State beach parks with usable sand beaches along the coast from Sonoma County to Monterey County.



There are roughly 98,000 feet of beachfront on the Bay in the county; 50,000 feet are in State beach parks, 3,000 in Santa Cruz City beach, and 45,000 feet in private ownership. Seacliff Beach State Park, with almost two miles of beachfront, is among the finest. In 1965-66, the most recent year for which data are available, attendance at Seacliff was 784,000--higher than any other northern or central California State beach park. The Half Moon Bay beaches, closer to the metropolitan core, drew 712,000. Twin Lakes Beach Park attracted the second highest attendance among State beaches in the County (426,000), but Santa Cruz City beach with its commercial concessions and beauty pageant, draws an estimated 1.5 million persons annually. Equally as attractive as Seacliff Beach, in terms of weather, sand, surf, and natural setting, is the adjoining privately owned 13,000 foot stretch running east to Manresa Beach State Park. These beaches frequently are used by the public, particularly where road access is available.

REGIONAL PARKS

Seacliff Beach State Park covers 84 acres with 9,500 feet of sand beach, all of it suitable for swimming. The beach is divided into two sections by the mouth of Aptos Creek. The west section, accessible from State Park Drive, has a snack bar and bait and tackle shop, a marine life exhibit building, and a fishing pier with the old concrete ship at the end. The State Division of Beaches and Parks recently built the first stage of the new parking lot atop the bluff, which will accommodate 400 cars. The second stage will bring the total spaces to 780. Beach level parking between State Park Drive and the creek has been replaced by picnic and play areas. Unfortunately in building the new road to the beach, the State moved three rangers' houses to the promontory west of Aptos Creek, thus denying the public access to this vista point. The use of scarce cliff-top property for beach parking is a matter of concern to many. The Citizens' Committee recommended that cliff-top parks and outlooks be developed where land still is available, and that some other parking solution be found, if possible.

The State has contemplated expansion of the park west to connect with New Brighton Beach State Park, but two islands of valuable beachfront houses would remain in private ownership.

The east section of the park has a more urban character because of the houses on Beach Drive. Partly because of competition between householders and visitors, there is a parking shortage, despite the fact that as many as 500 cars can park on the Esplanade, Beach Drive, and the former beach club site. The Division of Beaches and Parks has prepared a plan that calls for constructing a parking lot partly on the Esplanade and partly on the beach, widening Beach Drive to replace parallel parking with 90 degree angle parking on the south side with a tree-lined island between the roadway and the parking area, and building a parking lot at the east end on the old beach club site. Comfort stations and dressing rooms would be located at intervals along the parking strip. The plan provides almost 500 parking spaces, not including those on the north side of Beach Drive. The plan has not received final approval, and the improvements have not been scheduled.

Manresa Beach State Park, at the east edge of the planning area,

is accessible via San Andreas Road. The park includes 9,500 feet of sand beach and a two acre parking lot on the bluff, accommodating about 200 cars. Swimming is not recommended because of dangerous rip-tides and pot-holes. The beach is not supervised, and parking and picnic facilities are inadequate. Currently no improvements are contemplated, and the Division of Beaches and Parks is considering turning over management of the beach to the La Selva Beach Recreation District.

Directly adjacent to the northeast boundary of the planning area lies the Forest of Nisene Marks State Park, a 9,780 acre mountain area heavily wooded with redwood, fir, oak, laurel, madrone, manzanita, and creek willow. Because the State lacked the necessary funds when the land became available in 1962, a 750 acre parcel was sold for \$450,000 to the Monterey Chapter of the Nature Conservancy, a private organization which subsequently transferred it to the State for the same price. The balance of the park land was given to the State by the Marks family. The deed to one 2,500 acre parcel reserved mineral rights and access to drilling sites to the grantors. Both the parcel sold by the Nature Conservancy and the parcels given to the State are subject to restrictions limiting the use of the property to wilderness park purposes. If the restrictions are violated or a condemnation action is filed against any part of the property, it reverts to the grantors, and they are vested with the power to decide whether a violation has occurred and to initiate action to cause the property to revert.

Except for 14 miles of unpaved roads used for fire trails, the park is undeveloped at present. Division of Beaches and Parks plans call for staged development which eventually will create 600 camp sites and 110 picnic sites. However, most of the land will be retained in its natural state except for clearing of hiking trails. A memorial parkway access road through the Aptos area is planned, along Hopkins right of way.

In 1953 the State Department of Water Resources recommended construction of a reservoir on Aptos Creek, as part of the county's water supply system. The 1961 General Plan shows the reservoir southeast of and partly within Nisene Marks Park. The plan calls for providing recreation facilities at Aptos Reservoir, as well as at other proposed reservoirs, presumably similar to those now available at Loch Lomond (fishing, boating, picnicking, and hiking). A water service study made for the City of Santa Cruz in 1963 showed the reservoir south of and completely outside of the park. This location, the one shown on the General Plan, and two others were studied by Creegan and D'Angelo, Civil Engineers, in 1965. Their report to the County Flood Control and Water Conservation District recommended a dam site approximately at the Sequel Augmentation Line, with the reservoir entirely within the park, because of superior soil conditions and because the greatest reservoir capacity could be attained with the lowest dam. The site outside of the park was not recommended for reasons of public safety and cost.

In 1965 the Legislature authorized the Department of Parks and Recreation to grant a reservoir site within the park to the County, provided that the best interests of the state were served and that no condition would cause reversion of the property to the former owners. The way then was clear for negotiations between the County, the State, the Nature Conservancy, and the Marks family.

The County requested the Nature Conservancy to consider changes in the conditions of the deed to permit a reservoir in the park, provided that the County would acquire and deed equivalent acceptable land to the State. Early in 1966, the Nature Conservancy rejected the County's request on the ground that a reservoir would be an incompatible use in a wilderness park.

Another potential reservoir site and watershed recreation facility in the planning area is on Valencia Creek about three-quarters of a mile up Valencia Road from Freedom Boulevard. A third mountain area with park potential is near Bean Hill, on the upper reaches of Valencia Creek; here check dams may be needed. Paradoxically, State Resources Agency officials warn that damming Santa Cruz County creeks could damage the beaches, which apparently are created by the creeks washing sand from the mountains down to the Bay.

REGIONAL PARK NEEDS

The Santa Cruz beaches are a unique commodity. Their intensive use, primarily by visitors from outside of the county, clearly indicates that the beaches will become overcrowded in the foreseeable future. Even if all private ownerships in the county fronting on Monterey Bay were to be acquired, only about 8.5 miles of frontage could be added. In the planning area, there are about 12,000 feet of privately owned, unimproved beach, of which 5,200 feet is in Aptos Seascapes. Elsewhere in the south county, in private ownerships, there are about 6,500 feet of beach between Manresa and Sunset Beach State Parks, 1,300 feet between Seacliff and New Brighton, and 24,300 feet between Capitola State Beach Park and Point Santa Cruz.

An effort was made to measure future demand for Santa Cruz beaches with the natural assets of those now in State parks. It was assumed that total demand for recreation beaches on the coast from Sonoma County to Monterey County will grow in direct proportion with the population increase in the region they serve (the nine counties around San Francisco Bay; San Benito, Santa Cruz, and Monterey counties; and, in the Central Valley, San Joaquin, Stanislaus, Merced, Madera, and Fresno counties). It was further assumed that Santa Cruz County beaches will continue to attract the same percentage of visitors to State parks with usable sand beaches as they do at present. If these assumptions are correct, at a standard of 25 feet of beach per 1,000 population in the region served, proposed by the California Public Outdoor Recreation Plan (1960), over 50,000 feet, or almost ten miles, of additional beach frontage will be needed in Santa Cruz County by 1990.

The public must face the problem that within a much shorter period, little or no unimproved beach frontage on the Bay will be available. In the Aptos area, indications are that all remaining beach land will be developed or committed to development in five years, or ten years at the most. However, except for a few hundred thousand dollars out of the 1963 emergency beaches and parks appropriation, in recent years the State has spent no money to purchase park lands in Santa Cruz County, and has no plans to acquire any. An important reason is that prior to 1966, the Board of Supervisors unmistakably indicated to the Legislature that it did not want additional lands taken off the tax rolls to expand the State Park System. The Board's attitude was understandable in

the light of the fact that the County's financial resources were severely strained and prospects were far from bright. Most of those who enjoy the mountain and beach parks are residents of other counties within a short travel time, and these visitors spend relatively little money in Santa Cruz County. Even gasoline and supplies usually are purchased at home. Campers and picnickers who cannot be accommodated at State parks use local parks, and all visitors drive on local streets but they make no contribution to their construction or maintenance.

However, in January 1966 the Board of Supervisors presented a statement to the Assembly Committee on Natural Resources, Planning, and Public Works that recommended that the State Division of Beaches and Parks acquire additional lands in its current acquisition program, provided that they were within areas classified as "conserved" on the County General Plan. The statement also included a number of proposals that indicated a new and more positive attitude with respect to State parks. State loans or grants to aid construction of reservoirs and development of their watersheds for recreation were recommended. State participation in financing riding and hiking trails and bicycle ways connecting scenic highways and regional parks was suggested. The Supervisors called for the State to assume responsibility for construction of roads needed to provide access from State highways to State parks, or to change the formula for allocating gasoline tax funds to the County so as to provide for this need. Most important, the statement requested the State to change the formula for apportionment of the Beaches and Parks bond issue fund to reflect the fact that Santa Cruz County serves primarily as a recreation area for a large metropolitan region, rather than allocating outlays on the basis of local population.

The Citizens' Committee recognized the State's responsibility to provide beach parks and recommended conservation of the beaches and cliffs, but it did not take an explicit stand on acquisition of additional beach park lands. Possibly one reason for this is that to residents of the areas between Highway 1 and the beaches, the parks are a mixed blessing. Off-season they are a scenic delight and an unmatched recreational resource. But summer, and spring and fall weekends bring hordes of invaders congesting local streets and parking on them when beach lots are full, littering the beach sands, and occasionally indulging in vandalism and other forms of anti-social conduct. Unfortunately many of those attracted to beaches are teenagers and young adults who tend to be noisy, uninhibited, and sometimes inconsiderate of the rights or comfort of others. Past State policies on provision of access and parking at the beaches were not conceived primarily with the objective of winning local support for expansion. Supervision and maintenance of the State beaches have been inadequate at times.

Today, however, the Division of Beaches and Parks is recognizing its responsibilities, particularly with respect to providing parking and other needed facilities. Unfortunately, partly because of pinched budgets and partly for lack of imagination, sometimes the right facility is put in the wrong place, and the general level of design has been lower than it should be. Although at some locations it may be possible to provide relatively small amounts of beach level or bluff-top parking without destroying natural beauty or conflicting with private residential development, basically the

Division of Beaches and Parks' present policy of locating large parking lots on or near the beach is a mistake. In addition to creating the problems already cited, this practice means that the most costly land is used for parking. For every dollar spent on land, more parking could be provided further from the beach. This dilemma might be resolved by locating large parking lots near the freeway to handle in-season, weekend and holiday demand, and providing elephant train or bus shuttle service to the beach.

Picnic facilities can appropriately be provided on the beach, but this is not a suitable location for camping or trailer parks. Experience at New Brighton Beach State Park demonstrates that there is relatively little relation between camping and beach use. Rather than devoting scarce, valuable shoreline sites to campgrounds, they should be located in mountain parks where more land is available and the climate generally is warmer. The Forest of Nisene Marks offers excellent potential for linking campgrounds to the beaches via a system of hiking and riding trails and bicycle paths. These could be part of a county-wide or inter-county network connecting major parks, watersheds, and such scenic highways as the proposed Skyline Parkway.

Regardless of County policy, the State is unlikely to acquire any beach lands for parks in the near future. The 1964 bond issue fund has been allocated to projects in other counties, and the State Resources Administration recently announced that the Reagan administration will emphasize park development rather than land acquisition. How much Santa Cruz County beach land appropriate for park use will remain undeveloped by the time the current policy is changed (if it is) and funds are made available, is anybody's guess.

The County's many privately owned campgrounds fill an important regional recreation need. There are two in the Aptos area. Monte Toyon, on an 85 acre site in Mangles Gulch off Cathedral Drive, provides camping and conference facilities year round for scouts and Methodist church groups. As many as 300 campers can be accommodated on the 11 acres currently developed. Camp St. Francis, a Roman Catholic Church-owned boys camp, occupies a 14 acre Bay-front site with facilities for about 100 campers.

GOLF COURSES

The 18-hole Aptos Beach Golf Course occupies a 103 acre site of particular scenic beauty. Also in the planning area is a par three course at Cabrillo Golf Driving Range. Aptos Seascape plans a nine-hole course. Because most golfers will travel a considerable distance to play a good course, the golf resources of the entire county and the Monterey Peninsula, "the golf capitol of the world", must be considered in evaluating current and future needs. There are 18-hole courses at Pasatiempo Country Club, Boulder Creek Country Club, Pajaro Valley Country Club, and Spring Hills. There also is a pitch and putt course located in Watsonville. An 18-hole championship golf course is proposed at Bonny Doon, and an 18-hole municipal course in De Laveaga Park. All of the courses in the county and Pajaro Valley are open to the public. Of the five courses on the Monterey Peninsula, two are open to the public.

It would be unrealistic to estimate golf course needs on the basis

of resident population, because a high percentage of golfers are seasonal residents and visitors. If one were to assume that existing Santa Cruz County and Monterey Peninsula golf courses meet the current regional need, the total number should be doubled by 1990 to keep pace with population growth in the tributary counties. However, since Santa Cruz County's population is expected to triple and increased leisure time will create greater recreation demand nation-wide, perhaps three or more times as many courses will be needed. Because of the high percentage of visitor use and golfers' willingness to travel, golf course locations should be planned on a service area basis. It would be unrealistic to conclude that because it is projected to contain about 10 per cent of the County's 1990 population, the Aptos area should have two, three, or four golf courses.

If additional courses are to be located in the planning area, a number of suitable sites are available. Among the most attractive is the coastal shelf between Rio del Mar and Los Barrancos subdivision where a course similar to Aptos Beach Golf Club could be constructed. North of the highway, Aptos Valley along Valencia Creek, Day Valley, and Pleasant Valley offer potential sites. In either Day or Pleasant Valley, a suitable development pattern would locate a golf course on the valley floor with houses on the rolling hills overlooking it.

LOCAL PARKS

While it is rich in regional park land in relation to population, the planning area suffers from a critical shortage of local parks. Neighborhood and community parks perform very different functions from regional parks which lack playgrounds, games courts, sports fields, and other facilities needed for organized group recreation. While some of these are provided on school grounds, others are not properly the responsibility of school districts. In appropriate instances, however, combining schools and recreation facilities on joint school-park sites offers advantages such as savings in operation and maintenance costs, avoiding duplicate facilities, and requiring less total land acquisition. Rough terrain may make it difficult in some instances to find sites large enough to combine schools and parks. Where topography creates barriers to pedestrian access, separate school and park sites will be needed if all areas are to be served.

Today neighborhood recreation opportunities are available only at the three elementary school sites, La Selva Beach playground and recreation center, and the small area in Los Barrancos reserved for the use of property owners and their guests. The school grounds are open after school and on weekends and during vacations, but most children do not live within walking distance of them. The highway constitutes a formidable obstacle to recreational use of schools. Two of the three schools lie north of the highway, and 60 per cent of the planning area's residents live south of the highway. There are no play lots available for pre-school age children, and, except for the beaches, there are no quiet park areas for adults.

LOCAL PARK NEEDS

The Guide for Planning Recreation Parks in California sets a neighborhood park service radius standard of one-quarter to three-eighths miles, assuming a population of 2,500-3,000 with-

in the service area, and a site standard of 6.5 acres if adjacent to an elementary school and 16 acres if separate. However, in the Aptos area, with its wealth of regional park land and other natural areas likely to be left open for free play, considerably smaller neighborhood park sites may be suitable. A separate neighborhood park of 6 acres of fairly level ground (400 by 650 feet) can be used for softball or touch football and has enough additional space for playground equipment, games courts, and landscaping to create a park-like setting and a minimum buffer between noisy play areas and adjacent residences. Where the park adjoins a school site with a playground and paved games courts, the park area can be reduced to four acres. Even two acres of turfed play field added to a school site can create a satisfactory neighborhood recreation center if an equal adjoining area on the school grounds is turfed and available for active play. If all of the projected 1990 planning area residential development were to occur at urban densities, 10 neighborhood recreation parks would be needed at 6 acres each, or 2-4 acres each where they adjoin schools. When population reaches 50,000, 15 neighborhood parks will be needed.

A community park is larger than a neighborhood park and contains a greater range of facilities including a community center building, a swimming pool, a quiet area for adults, and more extensive sports fields. The standards recommended by the Guide are a 16 acre site adjoining a junior high school or high school (33 acres if separate) and a service radius of 1.5 miles, assuming 15,000 population in the service area. For the same reasons that apply to neighborhood parks, a separate site of 15-20 acres would be adequate in the planning area, depending on how much natural wooded land adjoined. Again assuming all residential development were at urban densities, two community recreation parks would be needed by 1990. When population grows to 50,000, three will be needed. However, since each also would serve the functions of a neighborhood park, that need would be reduced accordingly.

PUBLIC BUILDINGS

LIBRARIES

Library service in Santa Cruz County is a joint City-County operation, except in the City of Watsonville. Two branch libraries are located in the planning area. The Aptos branch has occupied 1,500 square feet in Rancho del Mar Shopping Center since 1964, when it moved from its former location in the Village. Monthly circulation has increased from around 700 volumes prior to relocation to about 5,000 volumes, indicating the importance of having a library easily accessible to large numbers of people. A branch library of 375 square feet has been located in the La Selva Beach recreation center since the 1930's.

At a generally accepted standard of about 0.5 square feet per capita, the Aptos area today needs about 4,500 square feet of library space. Applying the same measure to the projected 1990 population indicates a future need for 15,000 square feet of library space. Book-mobile service is one method of increasing circulation and serving residents of rural areas, although it generally is more costly than operating small branch libraries. Possibly expanded library functions, including record and music collections, children's programs, and other civic and cultural activities, should be housed in a multi-purpose community center building.

FIRE STATIONS

Fire protection in the coastal portion of the planning area is provided by special district facilities in Aptos and La Selva Beach, while outlying areas are covered by the Division of Forestry, operating out of the Corralitos Station on Browns Valley Road. The Aptos Fire District extends from Borregas Gulch east to the Leonard property on the coast, and reaches north to the Soquel Augmentation line, including Monte Toyon camp. The fire station in Aptos Village provided three single engine stalls. The Fire Chief believes that three double stalls and a better location closer to the highway affords more rapid response to calls in the more distant portions of the fire district. The La Selva Beach Fire District has occupied a small building now owned by the Recreation District since the 1930's. The station primarily serves La Selva Beach, but the service area extends west to St. Francis Camp and along Robak Road to Highway 1.

Urban expansion and greater densities in residential areas will call for a higher level of fire protection. Because the Division of Forestry is not equipped to provide structural fire protection, the responsibility will rest with local agencies. The present fire districts could be enlarged, or additional districts could be formed as needed to serve newly developed areas. According to the standard rating schedule of the National Board of Fire Underwriters, a high level of service would require that commercial and other high value districts be within one mile travel distance of a well equipped and adequately staffed fire station; residential districts generally should be within two miles of a station, although a greater distance is acceptable where buildings are widely separated. Water supply, traffic conditions, and topography also are elements of the complex rating system. Future fire station locations can be selected on the basis of the development pattern shown by the general plan.

OTHER PUBLIC BUILDINGS

The planning area is served by sheriff's stations in Santa Cruz and Watsonville. It is unlikely that a substation in Aptos will be needed because police protection is provided by mobile units. Travel time from Watsonville and Santa Cruz is not excessive. Other County services also can be provided from centrally-located buildings in Santa Cruz, and it is unlikely that branch offices in the planning area will be needed by 1990.

The Aptos Post Office was constructed in 1962 to replace a smaller facility that also was located in the Village. The post office now is operating at about 60 per cent of its capacity, according to local postal officials. The volume of service has doubled during the past five years, but there are no immediate plans for expansion. Current practice is to serve communities with a central post office, and to construct branch stations when justified by increased mail volumes. A branch of the Watsonville Post Office currently operates in the hardware store at La Selva Beach, providing window service only.

The Citizens' Committee recommended that a community center be located in the Village. Such a center could combine in one building or group of buildings several functions, including the library, arts and crafts studios and exhibit space, a large hall and smaller meeting rooms, specialized recreational facilities,



and like uses. The community center could become the focus of the area's civic, cultural, and social activities. It could be used for art exhibits, musical events, dramatic presentations, flower shows, meetings, dances, and many other activities. While there are a number of logical locations for a community center in the planning area, including sites adjoining the proposed intermediate school or high school, a site in Aptos Village would be highly desirable. It is centrally located and access is good. A community center there would help promote rejuvenation of the Village.

TRAFFICWAYS AND TRANSPORTATION

ROUTE 1 FREEWAY

Route 1 is the only state highway in the Aptos area and is the major link between the planning area and the rest of the County. The highway is improved to full freeway standards as far east as Freedom Boulevard. West of the planning area, the freeway traverses Soquel, Capitola, and Santa Cruz and proceeds north along the coast to San Francisco. At Santa Cruz, Route 1 intersects State Highway 17, the major route to San Jose and the San Francisco Bay region. The State plans to improve Route 17 to full freeway standards. East of the Aptos area, Highway 1 swings southeast past Watsonville and along the coast to Monterey and points south. In the Pajaro Valley, Route 1 intersects Route 152 and 129 which run east to U. S. 101. Beyond, Route 152 continues into the San Joaquin Valley. Because it provides access to all of the communities along the coastal shelf and connects with all routes to other counties, Highway 1 carries large volumes of intracounty traffic as well as recreational traffic originating outside of the county. However, because it parallels U. S. 101, Route 1 carries relatively little through traffic except for vacationers.

In the Aptos area, Highway 1 has four lanes and a median west of Freedom Boulevard and three lanes to the east. The State Division of Highways 1966 traffic survey counted 17,000 vehicles in 24 hours on the westerly section and 14,000 vehicles on the easterly section. On the portion of the highway developed to full freeway standards, there are interchanges at State Park Drive and Rio del Mar Boulevard. Grade intersections are at Freedom Boulevard, San Andreas Road, Larkin Valley Road, and Mar Monte Avenue. Because of the relatively large volume of high speed traffic on the highway, the intersections are hazardous, and turning movements tend to impede traffic flow.

Highway 1 is not part of the Interstate System, and consequently is not eligible for the 90 per cent federal financing that is speeding completion of those routes in the system. Present Division of Highways' plans call for widening to four lanes through the planning area between 1970 and 1975, and building interchanges at Freedom Boulevard-San Andreas Road (1969-70), at Larkin Valley Road (1971-72), and at Mar Monte Avenue (after 1972). The portion of the freeway between Freedom Boulevard and Mar Monte Avenue is planned as a split level design, with eastbound lanes on the present alignment and westbound lanes at a higher elevation. By 1990, the freeway is to be expanded to six lanes with a total capacity of 75,000 vehicles per day. Division of Highways 1990 projections, made in 1961, are 58,000 movements per day west of Freedom Boulevard and 40,000 movements to the east.

In 1966, George S. Nolte, Consulting Civil Engineers, prepared a county-wide Traffic and Road Planning Survey which included 1990 projections of summer average daily traffic. At the west edge of the planning area traffic was projected at 232,000 vehicles on Route 1 and an additional 38,000 on parallel Soquel Drive; at the east edge, traffic was projected at 185,000 vehicles. The Nolte study indicated that most of the increased traffic will be locally generated. Because the projected volumes exceed the capacity of an eight lane freeway, the Survey recommended not only eight lanes on Route 1 but also construction of a second, parallel freeway to the north, from Santa Cruz to Watsonville, in the period 1975-80. However, the Nolte projections were based on an assumed 1990 County population of 400,000. If they are scaled down to reflect our population forecast of 323,000 and translated from summer average daily traffic to annual average daily traffic (78 per cent), the Route 1 projections become 145,000 at the west edge of the planning area and 109,000 at the east edge.

The Survey's projected total traffic in the coastal corridor appears extremely high. In Marin County (1967 population, 201,000), U.S. 101 Freeway plays a role comparable with Highway 1 between Santa Cruz and Watsonville. Because of rugged terrain, both routes tap all major urban development in their counties and serve local residents making both long and short distance trips. On summer weekends, both routes carry large volumes of recreational traffic. Because of Marin's proximity to San Francisco, its markedly warmer summer climate, and its many popular recreation facilities and those in adjoining Sonoma County, U.S. 101 in Marin County probably carries the highest volume of weekend recreation traffic in northern California. Yet on the average day in the peak month, the freeway carried only 90,000 vehicles in 1966. Traffic on the busiest Los Angeles freeway was less than 200,000 daily movements.

The Traffic and Road Planning Survey assumed a land use pattern based on the County General Plan. The study took account of the relatively high proportion of recreation trips in the county (almost 8 per cent, compared with less than 3 per cent in "typical" urban counties), and forecast a rise to approximately 10.4 per cent. Trips with origins or destinations outside the county were projected to increase in proportion to population growth in adjacent counties. The 1965 total of 5,000 daily through trips on Route 1 (3,000 with both origins and destinations outside the county) was projected to rise to 18,000 by 1990. Some of these logically might use U.S. 101 if Route 1 were to become congested.

If one accepts Nolte's forecast of as many as 270,000 trips through the Aptos area, assigns 30,000 trips to Soquel Drive (its capacity if it were widened to four lanes), and makes conventional assumptions concerning freeway capacity per lane, then 19 freeway lanes would be needed at the west edge of the planning area and 15 lanes would be needed at the east edge by 1990. San Mateo County (1967 population 555,400), which handles one of the heaviest commute traffic volumes in northern California, will have a total of only 16 north-south freeway lanes when the Junipero Serra Freeway (U.S. Interstate Route 280) is completed. The State Division of Highways is making a new traffic study of Santa Cruz County, but the results were not available when the general plan was adopted and this report went to press. We are reasonably confident that annual average daily traffic will not significantly exceed the capacity of an eight lane freeway be-

fore 1990. There might be some congestion on summer weekends, but with traffic spread over more hours than on weekdays, the situation is unlikely to be intolerable.

Because of hilly terrain, both in the Aptos area and to the east and west, it would be difficult and costly to build a parallel freeway. More important, it would have an extremely disruptive effect on community development and inevitably would despoil the natural beauty of the area it traversed. If and when eight freeway lanes prove inadequate, consideration might be given to double-decking the present freeway and reconstructing the interchanges. To avoid building an elevated "concrete monster", the lower level might be depressed below grade and the upper level set at about the same grade as the present roadway. Before the planning area population reaches 50,000, an eight lane freeway will be inadequate, but by that time technological progress should produce a more efficient type of facility. Possibly our present freeways will be "automated" to carry much larger traffic volumes at higher speeds, with complete safety, under computer control. Vehicles would be conventionally self-propelled when not running on freeways. This kind of solution to traffic problems already is being given serious study for use on bridges and in tubes and tunnels. It would be equally suitable on a freeway serving an area where a parallel route would be difficult and expensive to build.

A population as small as that projected for the county in 1990 cannot support a rapid transit line running on its own right of way, even with development concentrated in the narrow coastal strip, unless there are major technical innovations or changes in public taste and tax policy. However, express bus service on the freeway is a real possibility by 1990.

The Legislature has included Route 1 in the proposed State scenic highways system. The law provides that a route shall be designated an "Official State Scenic Highway" when the roadway and right of way meet scenic highway standards and the local governing body has taken the steps necessary to protect the scenic appearance of the corridor--the band of land generally adjacent to the right of way. These steps include "regulation of land use and intensity of development, detailed land and site planning, control of outdoor advertising, careful attention to and control of earth moving and landscaping, and the design and appearance of structures and equipment" in the corridor. In the planning area the County is the responsible governing body. Because so much of the highway frontage now is zoned commercial, the danger of despoilation by unsuitable development is pressing. If Route 1 ever is to qualify as an official scenic highway, action to protect the corridor cannot be long postponed.

MAJOR STREETS

In addition to Highway 1, three other routes carry traffic to and from the Aptos area. Soquel Drive, the original highway, extends from Santa Cruz to Aptos Village and functions as a freeway frontage road east to Freedom Boulevard. In the Aptos area, Soquel has two lanes and carries 5,300 trips per day; its capacity is 9,000 daily trips. Freedom Boulevard intersects Highway 1 at Rob Roy Junction and runs north to Pleasant Valley. Just south of the Valley, it turns east to the community of Freedom, and on to Watsonville. In 1965 Freedom Boulevard carried an

TABLE 9

24 HOUR TRAFFIC VOLUMES, 1965

Street	Average Daily Traffic ^a	Capacity ^a
Alta Drive, north of Clubhouse Drive	400	5,000
Aptos Beach Drive, west of Rio del Mar Boulevard	600	5,000
Aptos Beach Drive, south of Treasure Island Avenue	3,000	7,000
Center Avenue, east of State Park Drive	2,100	6,000
Clubhouse Drive, east of Rio del Mar Boulevard	3,400	7,000
Freedom Boulevard, north of Soquel Drive	1,700	7,000
Freedom Boulevard, west of Pleasant Valley Road	2,400	7,000
Hames Road, east of Pleasant Valley Road	600	5,000
Larkin Valley Road, north of San Andreas Road	300	4,000
Larkin Valley Road, north of Highway 1	300	4,500
Mar Monte Avenue, north of San Andreas Road	1,100	7,000
Mar Monte Avenue, north of Highway 1	200	4,000
Mar Vista Drive, north of Seacliff Drive	900	4,500
Martin Drive, east of Rio del Mar Boulevard	1,000	5,000
Mesa Drive, north of Soquel Drive	500	4,000
Rio del Mar Boulevard, south of Highway 1	4,300	9,000
Rio del Mar Boulevard, west of Cliff Drive	2,500	9,000
San Andreas Road, south of Highway 1	1,400	7,000
San Andreas Road, east of Larkin Valley Road	1,400	7,000
Seacliff Drive, east of Mar Vista Drive	700	4,000
Soquel Drive, east of Aptos Bridge	5,300	9,000
Spreckles Drive, south of Soquel Drive	3,000	7,000
Spreckles Drive, north of Treasure Island Avenue	1,500	7,000
State Park Drive, south of Soquel Drive	2,600	10,000
Treasure Island Avenue, south of Spreckles Drive	3,000	7,000
Valencia Road, east of Trout Gulch Road	1,400	8,000
Vienna Drive, north of Mesa Drive	700	4,000
Vista del Mar Drive, east of Alta Drive	300	5,000
White Road, north of Larkin Valley Road	100	5,000

a. George S. Nolte, Santa Cruz Roadway Inventory.

average of 2,400 vehicles per day; its capacity is 7,000. San Andreas Road traverses the coastal shelf south of Route 1 from just east of Rob Roy Junction to the county line. In the planning area, it carries 1,400 daily movements, and has a capacity of 7,000. Traffic on all Aptos area roads in the County select system in 1965 is summarized in Table 9. In all instances the streets have adequate capacity to handle their present traffic loads. The few summer Sunday counts that have been made by the Public Works Department show daily volumes no higher than weekdays. Since the peak period tends to be spread over a longer time on weekends, weekday peak hour traffic was the critical factor in trafficways design for the general plan.

On the basis of traffic projections, the Traffic and Road Planning Survey recommends that Soquel Drive be extended north of Aptos Village to connect with Freedom Boulevard, initially as a two lane road in the 1970-75 period and later widened to four lanes after 1975. The report calls for Freedom Boulevard to be improved to four lanes between 1970 and 1975, and for Rio del Mar Boulevard to be widened to four lanes between Aptos Beach Drive and Highway 1 prior to 1970, and from Aptos Beach Drive to the Esplanade between 1970 and 1975. Aptos Beach Drive is to be

widened to four lanes after 1975. Spreckels Drive is recommended to be rebuilt with two lanes by 1970, with provision for two additional lanes. Sumner Avenue is to connect Rio del Mar Boulevard and Clubhouse Drive by 1970, with provision for future widening to four lanes and eventual extension southeast to San Andreas Road. Clubhouse Drive, Vienna Drive, and Hames Road are proposed to be rebuilt in the 1970-75 period.

The Citizens' Committee recommended a Soquel Drive bypass north of the Village, connecting with Freedom Boulevard. The Committee also called for improved access to the beach. The convergence of five streets at the Rio Del Mar Esplanade causes both congestion and confusion. The Public Works Department has partially solved this by channelization of movements and signing. The Citizens' Committee called attention to the fact that the intersection of Spreckels Drive and Soquel Drive at the Aptos Creek Bridge is hazardous because of poor sight lines and the railroad bridge.

RAILROADS

The Southern Pacific Railroad operates a spur line along the coast, running from Watsonville to the Pacific Cement and Aggregates plant at Davenport, with a branch line into the Felton-Zayante area. In addition to cement, the railroad hauls sand, lumber, refrigerated vegetables, and, for the local market, furniture and appliances. Currently there are only two trains a day of five to ten cars each. According to Southern Pacific, increased service demand probably will result in more cars per train, rather than more frequent trains, in the future. Forty car freight trains are not uncommon. If there were a significant increase in the number of trains, schedules should be regulated to avoid conflicts with motor vehicle traffic during peak hours. Eventually grade crossings would have to be eliminated.

In the planning area, the railroad runs close to the shore through La Selva Beach, the Seascape-Los Barrancos area, and Rio del Mar where it turns north and crosses over the freeway into Aptos Village. The line curves south again, bridging over the freeway west of Aptos Creek, and runs through Seacliff and on to the west. Because trains are infrequent and depressed portions of the right of way help to insulate adjacent residential areas from the railroad, it is scarcely apparent except when trains go by.

Because of the high cost and difficulty of obtaining another right of way, the railroad does not contemplate relocating the coast line. Today the trains are more a slightly anachronistic novelty than a nuisance to most people who live along the tracks. However, the potential safety hazard should not be ignored. As long as the railroad probably will continue to operate in the foreseeable future, consideration might be given to running passenger excursion trains on its scenic route during the summer season. The California Western Railroad's "skunk" trains, running between Fort Bragg and Willits, are extremely popular with tourists and apparently are a commercial success.

AIRPORTS

Today, the Aptos area is only slightly more than a half hour's drive from San Jose Airport, where direct flights to all parts of California on frequent schedules are available. It is said that a

major airline contemplates direct flights to the east coast from San Jose. San Francisco International Airport is an hour and fifteen minutes away from the planning area.

There are three airports in the County, Watsonville Municipal Airport, Skypark Airport in Scotts Valley, and Bonny Doon Airport. Apparently, with improvements, they can meet the county's future air traffic needs. Watsonville Airport is only 15 minutes travel time from the Aptos area. The predominant present and future use of the airport is private flying. There is no scheduled airline or helicopter service, and none is contemplated. In a 1966 study of Watsonville Airport, Leigh Fisher Associates foresaw a possibility of small (9-10 passenger) commercial planes making short scheduled runs but little likelihood of helicopter service by 1980. Today helicopter service is a marginal business in all but the largest metropolitan regions. However, even with improved freeways reducing travel times, it is hard to believe that Santa Cruz County will not have scheduled feeder air connections with San Jose and San Francisco Airports by 1990. Transcontinental or international flights from San Jose might increase demand for helicopter service. In any event, air travel will not affect the design of the Aptos area general plan. If airport sites prove necessary in the future, the principal problem will be to find locations removed from residential areas and places of public assembly in order to minimize noise nuisance and safety hazards.

UTILITIES

WATER SUPPLY

Santa Cruz County streams and subsurface water supplies currently are the only source of water in the county. Most of the domestic water is obtained from wells and distributed by the Santa Cruz City water system, by one of several county water districts, or by one of the many private or mutual water companies in the county. In 1961 the City of Santa Cruz completed the Newell Creek Project (Loch Lomond Reservoir) to augment its water supply. Elsewhere in the county, wells and local stream sources generally have been adequate except in years of low rainfall.

The county has two basic water supply problems which will seriously impair future growth unless added sources of supply are developed: intrusion of sea water into the Pajaro area due to summer overdrafts, and insufficient summer stream flow in the San Lorenzo Valley area to meet urban and recreational needs. The County Department of Public Works estimates that existing sources can be further developed to provide sufficient water for about ten years, but thereafter major surface storage facilities will be needed. County-wide or regional solutions must be found. It would not be feasible for the individual districts and water companies to develop their own separate sources of supply.

Within the planning area the major supplier of domestic water is the Soquel Creek County Water District. In 1964 the district acquired two separate systems formerly operated by the Monterey Bay Water Company in the Seacliff and Aptos-Rio del Mar areas. These systems serve the area from Borregas Gulch to the Seascape property, and also most of the developed properties north of Highway 1 including Monte Toyon.

A comprehensive study of water service needs of the area from west of Santa Cruz to La Selva Beach was made for the City of Santa Cruz by Brown and Caldwell, consulting engineers, in 1963. This report indicated that progress was being made in both the Seacliff and the Aptos-Rio del Mar service areas toward improving the fire fighting capability of the systems through a program of replacing substandard mains and hydrants. New large mains installed in recent years and further improvements now programmed by the district should provide a fully adequate system within a few years. The water supply is drawn entirely from wells, and only minor chemical treatment is given it to mitigate the effects of hardness or high mineral content.

The Soquel Creek County Water District acquired the privately owned La Selva Beach Water Company in 1964. The service area of this system includes the La Selva Beach community and adjoining properties north to Highway 1. The water supply is obtained entirely from wells. According to the Brown and Caldwell study, the system was not capable of delivering needed fire flows due to inadequate main size and small hydrants. Other than minor well improvements, little has been done to improve the system. Eventually it will be connected to the Aptos-Rio del Mar system when the intervening land between Seascap and La Selva Beach is developed. When this occurs, the fire flow capacity of this system will be substantially improved.

The Central County Water District serves the Freedom Boulevard corridor, Day Valley, and portions of Pleasant Valley. All mains are six inch diameter. Additional wells can be developed, and the underground supply is considered adequate for expansion of the system.

The Hillview, Forest Glenn, and Mar Vista Water Companies serve individual subdivisions in the planning area, with the water supply for each company coming from local wells.

Agricultural water needs in the planning area currently are being met by individual private wells, and no supply or distribution system is contemplated.

The Brown and Caldwell study concluded that urbanization of the central portions of the county would require development of additional surface water sources and storage facilities. The study proposed several major projects, including, in the planning area, a dam and storage reservoir on Aptos Creek and a water treatment plant. The reservoir is the same project that was recommended by the Department of Water Resources and was shown on the 1961 County General Plan. The 1965 Creegan and D'Angelo study called for a location within Nisene Marks Park, rather than the one outside of the park proposed in the Brown and Caldwell report. Based on anticipated water requirements for the area, the Brown and Caldwell study projected construction of the Aptos Creek Project in 1989.

Potential delivery of Central Valley Project water to the Pajaro Valley area would provide an added source for the area around La Selva Beach. A treatment plant either at Watsonville or La Selva Beach would be needed if this source were to be utilized.

Although private or mutual water systems have been constructed

where extension of existing services has not been economically feasible, they have not proved satisfactory. Generally the private systems fail to provide adequate fire protection capacity, and they often provide only marginal domestic water supply at times of peak demand. Lack of water is not expected to inhibit urban growth in the planning area. Most of the properties having potential for development either now are in a county water district or could be served by annexation to an existing district.

FLOOD CONTROL

At present only localized parcels along Aptos Creek, Trout Gulch, and Valencia Creek are subject to periodic flooding and drainage problems. Although the Santa Cruz County Flood Control and Water Conservation District has not yet started to develop a comprehensive flood control program, the County Public Works Department indicates plans will be formulated to provide facilities required by urban growth in the Aptos-Rio del Mar area.

SEWAGE DISPOSAL

The Aptos Sanitation District serves an area from Borregas Creek to the Seascap property. The north boundary of the district generally follows Soquel Drive (from Borregas Gulch to Aptos Village) and Highway 1 (east of Aptos Village). The treatment plant is located on a six acre site south of the railroad and east of Rio del Mar. The plant currently treats about 400,000 gallons per day, but the present capacity is one million gallons per day. This is adequate to serve the area now within the district when it is fully developed, but annexations to the district eventually will require expansion of the treatment plant. The Public Works Department estimates the capacity could be increased to five-ten million gallons per day with expansion on the present site. The potential service area of the district includes all of the drainage area tributary to Aptos Creek, and the coastal portion of the planning area east to La Selva Beach.

Present County policy permits construction of septic tanks where percolation conditions are adequate. The use of individual septic tanks has not yet created any serious pollution of springs or wells in the planning area, but where sandy soils overlay fractured or clay materials, problems can be anticipated if future development occurs with present practices unchanged. Areas where problems could result from extensive use of septic tanks are those where lots are small (La Selva Beach), or close to streams (Monte Toyon), or where the water table is high, as along Wallace Avenue.

GAS AND ELECTRIC SERVICE

Pacific Gas and Electric Company provides electric utility service throughout the planning area; gas service is provided in the developed areas along the coast and north of Highway 1. At present there is no natural gas service into the Freedom Boulevard area (except at Rob Roy) or into Day Valley and Pleasant Valley. However, if demand warranted, service readily could be provided in the Freedom Boulevard corridor, since a gas main runs the length of the road through the planning area. Service will be provided to any area where there is a demand, but the cost of extending mains to remote or "pocket" developments tends to confine growth to the lands closest to existing service areas.

There are no designated underground utility districts in the planning area at present. The Citizens' Committee recommended underground service in new developments, and urged that existing overhead services be placed underground as soon as possible.

P. G. and E. has two transmission lines on wooden poles traversing the planning area generally in a northwest-southeast direction. The Company proposes a new line extending from the southernmost of the present lines to a substation in La Selva Beach. Where possible, towers, poles, and lines should be located where they will be least evident, and, in some cases, painted to blend with the landscape.

REFUSE DISPOSAL

Refuse collection and disposal for developed portions of the planning area is handled by a private scavenger firm operating under a County franchise. Disposal is at the 39 acre County dump on Buena Vista Road. The dump is open to the public. Formerly operated as an open burning facility, it currently is being converted to a sanitary land fill. In 1966 the Department of Public Works estimated the useful life of the site at two years.

The county and the cities of Santa Cruz and Watsonville have agreed to investigate alternate sites for a new sanitary land fill operation to serve all three jurisdictions, but no specific sites have been selected for consideration. The County recently acquired land adjacent to the present dump and this site may be considered for joint use.



DESCRIPTION OF THE GENERAL PLAN

The general plan shows the Aptos area as it will be when all land with less than 30 per cent average slope is developed and population has reached 50,000. The plan does not indicate exactly the time sequence in which the various parts of the planning area will be urbanized, but it does reflect to some extent the planners' judgments as to where development will take place in the early, middle, and later years. It does this by showing the locations of shopping center, school, and park sites that will be needed when the area contains 15,000, 30,000, and 50,000 population. The plan designates facilities needed in the first period by the number "1", those in the second period by "2", and those in the third period by "3". Projecting the need for freeways and streets well beyond the year 2000 presents a more complex set of problems, because transportation technology is bound to change. Where new or improved trafficways clearly will be needed early in the 30,000-50,000 population growth period, they are proposed by the plan. Where they clearly will not be needed until late in the period, they are not shown. Luckily there are no borderline cases.

RESIDENTIAL DEVELOPMENT

The plan shows four categories of residential development. The low density category is on steep but buildable land (15-30 per cent average slope), and will average 2 units per gross acre, including streets. These areas will be developed predominantly with single family detached houses on lots of 10,000 square feet to one acre. The medium low density category is on flat and rolling land (0-15 per cent average slope), and will average 4 units per acre. Single family detached houses on lots less than 10,000 square feet will predominate. The medium and medium high density categories also are on flat and rolling land. Medium density residential development will average 6 units per acre, and will consist of a mixture of single family detached houses, town houses, and low-rise apartments. Medium high density development will average 8 units per acre, and will be predominantly apartments and town houses.

Certain medium high density areas, off State Park Drive, on the Rio del Mar flats, and overlooking the bay at Seascapes, are indicated as also being suitable for hotels. Some but not all medium high density areas are appropriate mobile home park locations, provided that high standards of site area, improvements, and landscaping are required. Generally, suitable sites are those immediately adjacent to the freeway and physically separated from established or proposed residential neighborhoods.

The density categories roughly reflect existing conditions in developed residential areas, but it should be borne in mind that the numbers of units per acre cited are averages. Thus old Rio del Mar and new Aptos Pines both are classified as medium low density areas, but the former averages 4.7 units per gross acre on relatively flat land and the latter, which is on rolling terrain, averages only 2.8. Lands over 30 per cent slope are not designated for urban use by the plan, but they could contain scattered home sites on flat spots that are accessible.

Only the existing camps, St. Francis Boys Camp on the coast and Monte Toyon in Mangles Gulch, are shown on the plan. Other camps appropriately could be located in rural areas. Automotive trailers and campers should be permitted in rural camp grounds,

but not in those adjacent to present and future urban areas. Locations suitable for mobile home parks are not necessarily appropriate for camp grounds.

COMMERCIAL DEVELOPMENT

The plan designates sites totalling 160 acres for offices fronting on the freeway. A study of the requirements of the 1990 Aptos area population projected that only seven acres of office sites, outside of shopping centers, will be needed. Consequently if there is to be much additional office development it will have to be the "footloose" type--administrative and executive offices that could locate in any urban area but prefer the Aptos area because of its special attractions. This kind of development is unpredictable, of course, but Aptos' prospects appear to be among the best in the county. As indicated by the plan, research and development plants, which also generally are "footloose", and hotels and restaurants also are suitable uses on the sites designated for offices.

The plan shows Rancho del Mar shopping center expanded to occupy the adjoining five acres in the same ownership. Including the commercial development on the north side of Soquel Drive, there will be a total of 22 acres devoted to stores, offices, and service stations in this area. Aptos Village is to be expanded to 15 acres of convenience stores, offices, and shops catering mainly to tourists.

By the time the planning area grows to 15,000 population, it will be able to support an additional shopping center. The plan proposes a 10 acre site on Seascapes Boulevard and Sumner Avenue in the Aptos Seascapes development that currently is underway. A second new shopping center will be needed by the time population grows to 30,000. A 10 acre site is shown on the east side of Freedom Boulevard at the freeway interchange. During the 30,000-50,000 growth period a third center will be justified. The plan locates it at Pleasant Valley Road and Hames Road in Pleasant Valley, where development will be taking place in this period.

Small neighborhood shopping facilities are shown where they already exist in Seacliff, Rio del Mar, and La Selva Beach. Only limited new development is projected at these locations. By 1990 the planning area also will support one or two freestanding supermarkets. The plan does not designate locations for them, because many suitable sites are available.

Commercial services that must be close at hand, such as gas stations, repair garages, plumbers, laundries, and cleaners, will be located within the areas designated for retail business. Commercial services that require large sites and need not be within five minutes driving time, such as building materials supply and lumber yards, are not proposed to be located in the planning area, because there are no sites where they would not have blighting effects and because adequate area already is committed to this type of use at the Soquel Avenue freeway interchange only 3.5 miles to the west.

COMMUNITY FACILITIES

The plan shows the new post office in Aptos Village and the new

fire station on the south side of Soquel Drive at Vienna Drive.

Only existing church properties on State Park Drive are shown, but undoubtedly many other churches will locate in the planning area as it grows. Appropriate sites are available near the Village and at many locations along thoroughfares. At major intersections, church buildings can provide attractive visual focal points.

SCHOOLS

Schools include the existing Mar Vista, Rio del Mar, and Aptos elementary schools, Huntington 7-8 grade school, and the high school site off Freedom Boulevard. By the time that population grows to 15,000 another elementary school site will be needed, and it should be located in Seascape. In the 15,000-30,000 growth period, three more K-6 grade schools will be necessary. The plan locates them off Alta Road in La Selva Beach, on Huntington Drive, and on Valencia Road. Three additional elementary schools that must be built in the 30,000-50,000 period are shown in Day Valley, in Pleasant Valley, and between White Road and Freedom Boulevard. In this period a second 7-8 grade school, proposed to be located on Pleasant Valley Road, also will be needed. One high school will have adequate capacity to serve the entire planning area until late in the last growth period, when some residents, probably those in Pleasant Valley, will attend high school outside of the area. Since Cabrillo College is located at the edge of the Aptos area, no additional community college campus need be planned.

PARKS

Where possible, the plan locates parks adjacent to schools, because sharing recreation facilities reduces total area requirements and joint use and maintenance are desirable. All school playgrounds, except for games courts, should be turfed so they can be used for recreation programs. This is particularly important where there is no park within walking or bicycling distance.

Because there will be no suitable sites left unless they are acquired soon and because of the great distances in the planning area, six parks are proposed in the first growth period (9,000-15,000 population). One (2 acres) would be the natural bowl immediately south of the Village which is to be used for an outdoor amphitheater and a playfield, as proposed by the Citizens' Committee. Two others would be community parks, one of 12 acres adjoining Aptos School, and one of 10 acres on Sumner Avenue (extended) adjacent to the proposed Seascape school site. The other three smaller neighborhood parks are a 6 acre site on Wingfoot Way in Rio del Mar, 6 acres on San Andreas Road in La Selva Beach, and, because it is the only suitably located open land remaining in Seacliff and already is in public ownership, half (5 acres) of the State park parking lot. The entire lot will not be needed for parking most of the year; so half can be leased from the State, turfed, and used for recreation except on summer weekends.

In the period of population growth from 15,000 to 30,000, five more neighborhood parks of 4-6 acres each (depending on whether they adjoin schools) will be needed. They are proposed to be lo-

cated off Haas Drive, adjacent to the Huntington Drive and Valencia Road elementary schools, on San Andreas Road west of Seascape Boulevard, and on a new street between the Larkin Valley Road interchange and Freedom Boulevard.

In the last (30,000-50,000) growth period, a third community park, located off Freedom Boulevard near Day Valley, is proposed. Six additional neighborhood parks also will be required. Sites are shown off Valencia School Road, off Cox Road, off Day Valley Road, adjacent to the Pleasant Valley 7-8 grade school, and (two) in the area between Freedom Boulevard and White Road.

In addition to community and neighborhood parks, the plan proposes a special type of park originally suggested by the Citizens' Committee. This is a series of cliff-top scenic overlooks on small sites (1-3 acres) where people can sit quietly and enjoy the view of Monterey Bay. One is proposed to be located on State property now occupied by rangers' quarters in Seacliff, above the point where Aptos Creek flows into the bay. Two are adjacent to wooded ravines on Seascape property, and a third is on a promontory adjoining a ravine northwest of Los Barrancos subdivision.

The plan shows the La Selva Beach playground, which is operated by a local recreation district, and the private Los Barrancos recreation area. The Aptos Beach Golf Course and the proposed short course in Seascape are shown. An 18-hole golf course at the upper end of Pleasant Valley is proposed. No other kind of improvement would provide greater assurance of high quality development in the valley. There may be sufficient demand to justify installing the course even before the valley is urbanized.

The plan distinguishes existing from proposed school and park sites. It also identifies those sites with possible alternates and those where, because of existing development or rough terrain, no suitable alternate will be available. In the latter category are the Village bowl and the Aptos community park, the neighborhood park in Seacliff and two of the three in the area between Route 1 and Freedom Boulevard, and the elementary school in this area. As part of the plan, the Board of Supervisors adopted the following policy.

"At such time as an owner or owners of any land which is shown on the general plan as a proposed community facility seeks a building permit or in some other manner serves notice of intention to develop the land in accord with applicable zoning regulations, and the responsible public agency is not at that time in a position to acquire the property, such owner or owners shall not in any way be delayed in exercising the right to proceed with development."

OPEN SPACE

In order to preserve the privately owned beaches in their natural state and to ensure that development of the palisades and the adjoining uplands does not do violence to their natural beauty, the portion of the planning area between the railroad and the mean high tide line, from the sewage treatment plant to the east planning area boundary, has been designated as a "planned community district". Here the design of all proposed development will be subject to review in order to achieve the general plan's ob-

jectives. In adopting the plan, the Board of Supervisors declared:

"Beaches under private ownership in the planned community district shall not be built upon, but may be used for open space credit in determining the intensity of development on the remainder of the ownership, of which the beach is a part. This prohibition shall not apply to any privately owned beach which on the date of adoption of the general plan was not part of a larger parcel under common ownership which included land above the beach."

The wooded ravines are to be preserved in their natural state. Not only would removal of the trees destroy much of the Aptos area's scenic beauty, but also altering drainageways could cause slides and flood problems. The Board of Supervisors' resolution adopting the plan includes the following statement:

"In administering the planned community district, arroyos which penetrate to the beach shall be maintained in their natural condition, providing accessways for public entry to the beach. Where possible these accessways shall be integral parts of the overlook parks. In any event, public accessways from the highlands to the beach shall be provided at approximately one-quarter mile intervals throughout the planning area."

Conservation of the steep, wooded hillsides that form the Aptos area's scenic backdrop is a major proposal of the plan. Development in the mountain forests would be difficult and expensive in any event; and the fire hazard is great, particularly in the northwest portion of the planning area. In the ravines, arms of the forests extend into present and future urban areas. Along Aptos Creek and Valencia Creek, there are opportunities for hiking trails that would extend all the way from the mountains to the beach.

TRAFFICWAYS

The general plan proposes one freeway with eight lanes on Route 1, and assumes that by the time it reaches capacity, probably in the 30,000-50,000 population growth period, technological progress will produce a more efficient type of facility. If not, the freeway can be double-decked, with one level below the present grade. Meanwhile it will be possible to widen the present freeway, first to six lanes, between 1975 and 1985, and later to eight. In addition to the present interchanges at State Park Drive and Rio del Mar Boulevard, the plan shows interchanges at Freedom Boulevard-San Andreas Road, Larkin Valley Road-Seascape Boulevard, and Mar Monte Avenue. Service (frontage) roads will be needed only west of State Park Drive on the north side of the freeway west to Mar Vista Drive and on the south side, west of Rio del Mar Boulevard on the north side, between Rio del Mar and Freedom Boulevard on both sides, east of Freedom Boulevard on the south side, and west of Larkin Valley Road on the north side. Some earth moving will be necessary for the widenings, but by replanting the banks with evergreen trees, the scenic beauty of the corridor readily can be restored.

Based on traffic projections adjusted to fit the land use proposals, the plan calls for the following four lane thoroughfares (six lanes where indicated):

Soquel Drive west of the Village connecting with Aptos bypass-Valencia Road. This route is essential to keep through traffic out of the Village, to connect the Day Valley-Pleasant Valley area with the Village, Rancho del Mar, and Cabrillo College, and to prevent the freeway eventually from becoming congested. Soquel Drive west of the Village will have to be six lanes after 1990. The bypass-Valencia Road portion of the route can be two lanes until after 1990; but where new right of way is being acquired, it should have sufficient width for an eventual four lanes. Rather than widening the portion of Valencia Road west of Aptos Avenue (extended), which runs through a narrow canyon, Trout Gulch Road should be utilized when four lanes are needed. Eventually these portions of Valencia Road and Trout Gulch Road will become a one-way pair.

Soquel Drive between Aptos bypass and Spreckels Drive. This route serves traffic to Rancho del Mar shopping center and to the beach.

Rio del Mar Boulevard from the freeway to Aptos Beach Drive. This route is not to be widened until late in the 15,000-30,000 growth period, and in no case before the Larkin Valley Road interchange opens. Because there are two alternate routes to the Esplanade and because of high value improvements that would be affected, widening of Rio del Mar Boulevard south of Aptos Beach Drive is not proposed.

Seascape Boulevard. Seascape must be extended north to the freeway via Larkin Valley Road.

San Andreas Road east of Seascape Boulevard. Continuing Sumner Avenue east as a through route would have a disastrous effect on Los Barrancos and La Selva Beach. Therefore San Andreas Road is used to carry traffic between Seascape and the area east of La Selva Beach. A continuous through route is not needed, because the nearby freeway performs this function.

Freedom Boulevard. Although four lanes will be needed south of the Aptos bypass intersection, only two lanes will be needed beyond this point until the 30,000-50,000 growth period.

La Selva access road east of Mar Monte Avenue interchange.

Traffic projections warrant four lanes on Sumner Avenue. It was proposed to be given a parkway treatment, with landscaped borders insulating adjacent residential development from the impact of traffic, but Sumner was changed to a two lane street when the plan was adopted.

Spreckels Drive between Seaciff Drive and Treasure Island Drive (originally proposed for four lanes) and San Andreas Road between Rob Roy Junction and Seascape Boulevard are to remain two lane streets but are to be improved so as to increase their traffic capacity and safety.

The plan calls for the following two lane thoroughfares:

Vienna Drive
Mesa Drive
Mar Vista Drive between the freeway and Soquel Drive
State Park Drive
McGregor Drive
Hopkins Road
Cathedral Drive
Soquel Drive through the Village and east to Freedom
Boulevard
Spreckels Drive
Treasure Island Drive
Aptos Beach Drive
Rio del Mar Boulevard south of Aptos Beach Drive
Clubhouse Drive
San Andreas Road from the freeway to Seascap Boulevard
Sumner Avenue
Two new streets between Seascap Boulevard and Sumner
Avenue Extension
Aptos Avenue extended to Valencia Road
Trout Gulch Road
Valencia School Road
Valencia Road
McDonald Road
Day Valley Road
Cox Road
Pleasant Valley Road
New street between Pleasant Valley Road and Cox Road
Hames Road
White Road
New street between White Road and Freedom Boulevard
New street between Larkin Valley Road interchange and
Freedom Boulevard
Larkin Valley Road
Mar Monte Avenue

FROM PLAN TO REALITY

USING THE PLAN

Now that the general plan has been adopted by the Planning Commission and the Board of Supervisors, it stands as the County's official policy on development of the Aptos area. To translate the plan into reality, all public projects must be checked against it to ensure that they conform. The State Planning Law provides that all development projects of the County and other public agencies must be referred to the Planning Commission for a report on whether the proposals conform with the general plan. The School District is required to refer proposed site purchases to the Commission, and they should be checked against the plan.

Many cities and counties annually prepare a capital improvement program. This is a list of needed public projects arranged according to priority, with costs and sources of financing indicated. The first year's projects are separated from those proposed in the succeeding five years, and are recommended for inclusion in the annual budget. The capital improvement program should be submitted to the Planning Commission for review and report to the Board of Supervisors on conformity with the general plan. Other public agencies, such as school districts and utility districts and other special districts, are required by the Planning Law to submit projects recommended for planning, initiation, or construction during the ensuing fiscal year to the Planning Commission for review. Similarly, the Division of Highways, the Division of Beaches and Parks, and all other agencies of State government operating in the planning area should be requested to submit their projects to the County for a check against the plan.

A general plan that is not periodically re-examined and re-endorsed soon becomes obsolete and discredited. Public policies and physical conditions may change over time. An almost continuous stream of new information and new proposals make modifications to any plan logical. A major proposal that conflicts with the general plan calls for review of the pertinent features of the plan. If the new proposal is found to be superior, the plan should be amended. The Planning Commission and the Board of Supervisors each must hold at least one public hearing. Regular annual review of the general plan in connection with review of the capital improvement program is an effective way to keep the plan current. The State Planning Law requires the Commission to render an annual report to the Board on the status of the plan and progress in its application. At least once every five years the plan should be thoroughly restudied.

DEVELOPMENT REGULATIONS

ZONING

In an area like Aptos, where less than a quarter of the developable land now is in urban use, zoning is perhaps the single most important means of effectuating the general plan. Generally the present zoning map and regulations are in harmony with the plan. However, a number of changes should be made to attain full conformity.

A new planned community district should be added to the Zoning Ordinance, applying to the area so designated on the plan, and containing regulations that will carry out the County policies enunciated in adopting it. Development on the beach should be

prohibited and compensating higher densities permitted on other portions of property in the same ownership. Design review provisions should ensure sensitive, harmonious treatment of the palisades (where they are to be developed at all) and of the adjacent uplands. The regulations should prescribe that the arroyos be preserved in their natural state, and that pedestrian access to the beach be provided in these areas. Pending adoption of the planned community district amendment, the Board of Supervisors ordered that an interim ordinance be prepared requiring use permits for all uses in the designated district.

The freeway frontage sites designated for offices (alternate uses: hotel or research and development) now are variously classified in the C-1, C-2, C-3, and C-4 Commercial Districts and the U Unclassified District. A new zoning district should be added to the ordinance in which only these and other compatible uses would be permitted. The D Design Review District should be combined with the new district to ensure that the beauty of the scenic corridor is preserved, thus meeting the State's requirements for the scenic highway system.

The site of the proposed shopping center on Freedom Boulevard at the freeway and a portion of the adjoining area designated for offices now are zoned R-A (residential-agricultural). Rezoning will not be necessary until the properties are ready for development, but then they should be classified, respectively, in the C-1 District and in the new office-hotel-research and development zone combined with the D District.

Several present commercial zones do not conform with the uses designated on the plan. These include the vacant land on the south side of the freeway west of Borregas Gulch and the properties on the north side of the Rio del Mar interchange, which are shown in the new office commercial category. Others, which are designated for residential use at various densities, include the convent site adjoining the State Park Drive interchange, the adjacent vacant land to the east lying between the developed portion of Seaciff and the freeway, and area east of Trout Gulch Road adjoining Aptos Village (except for the Trout Gulch frontage south of the ravine) which now is in residential use, and two vacant sites on San Andreas Road, one at Seascapes Boulevard and one at the railroad. In adopting the general plan, the County decided that these commercial zones and others too small to be shown on the plan are not to be subject to blanket change but are to be evaluated individually on a case-by-case basis.

The general plan includes 160 acres of the Seascapes property in the medium density residential category partly within the planned community district. At the average of six units per gross acre prescribed by the plan, this would permit 960 dwelling units. However, the present RM-1,000, RM-3,000, R-1, R-1-B1, and R-1-B2 zoning would permit a total of almost 2,400 units to be built--far more than proposed by the developer. Zoning the portions of the property designated for residential use R-1 and utilizing the design review procedure would be the most appropriate way to achieve both the average density and the mixture of dwelling types proposed by the general plan.

The area with 15-30 per cent average ground slope between the freeway and Clubhouse Drive is designated for low density residential use (average 2 units per gross acre) on the plan, but it



is zoned R-1, permitting lots as small as 6,000 square feet. The land should be rezoned to the appropriate residential classification, R-1-B2 (10,000 square foot minimum lot size).

In the U Unclassified District, residences on 6,000 square foot lots also are permitted. Such zoning conforms with the medium low and medium density categories of the plan, but it conflicts with the low density category. U districts that cover parts of low density residential areas between the Seascapes property and Cuesta Drive, between the freeway and San Andreas Road, in the area north of the freeway and east of Freedom Boulevard, and at the north edges of the area proposed for urban development, should be zoned in residential classifications permitting not more than two units per gross acre--or, on an interim basis, in the Residential-Agricultural or the Rural Residential District. Other lands designated for urban use by the plan and now zoned agricultural or unclassified can be rezoned to appropriate districts when development is imminent.

Small R-M Multiple Dwelling districts that do not conform with the plan are located on Spreckels Drive north of the freeway, between the freeway and Soquel Drive east of the Village, in the ravine between Soquel Drive and Aptos School, adjoining the La Selva Beach commercial center, and on San Andreas Road north of Estrella Avenue. As with the commercial zones that do not conform with the plan, rezoning of these multiple dwelling districts should be considered on a case-by-case basis.

SUBDIVISION REGULATION

Generally the Subdivision Ordinance is suitable for carrying out the general plan with respect to the development patterns of areas designated for future urbanization. A few additions to the ordinance are suggested later in this chapter. Provisions adopted in 1961 will prevent recurrence of the unkempt look of some subdivisions dating from the '50's and earlier, caused by inadequate street improvements standards. However, discerning application of regulations to attain better street and lot design will gain more than inflexible enforcement of improvements requirements.

The Subdivision Ordinance applies only to divisions of land into five lots or more. Lot splits frequently result in parcels with inadequate street access and developments with substandard improvements. Consequently, the ordinance should be amended to make it applicable to all divisions of land, as has been done in most California cities and many counties.

Although the general plan does not call for a particular sequence of development in the planning area, it must be recognized that the public has much to gain from orderly staging of growth outward from existing developed areas. The principal advantage is reduction of the cost of public services (including school busing) and of constructing and maintaining streets and utility lines. It is difficult to calculate exact savings, but studies in other urban areas have indicated that they can be significant.

As a practical matter, the location of new subdivisions only can be controlled effectively by their cost to the developer. The Subdivision Ordinance requires central water service, but it does not require sanitary sewers unless connections are avail-

able "within a reasonable distance". Since public health considerations make sewer service highly desirable or mandatory in areas developed at urban densities (lots less than one acre), it would be reasonable to require sewers in all such subdivisions. This practice also would have the advantage of discouraging scattered subdivisions because of the high cost of long sewer extensions or new treatment plants.

Another effective means of reducing "scatteration", or at least assigning its cost equitably, is the present requirement that an off-site access road, connecting a subdivision with a County-maintained road, shall be provided by the developer. This regulation should be broadened to require that subdividers pay for needed widenings and improvements of existing off-site access roads. This has been done in Marin and some other counties. A secondary advantage of requiring off-site street improvements is that the practice will get portions of streets shown on the general plan built at no cost to the taxpayers at large. However, there should be provision for reimbursement of the subdivider by other benefited property owners when they develop their lands.

The timing of urbanization can be influenced to some degree by assessment practices. If agricultural and other open lands are given tax relief, their owners will be less likely to sell to developers. In an attempt to find a way to ease the tax bind and reduce urban encroachment onto agricultural lands, the 1965 Legislature enacted the California Land Conservation Act. Known as the Williamson Bill, the law provides that land owners may enter into agreements with a county or city to retain land in agricultural use for a ten year period. The theory of the Act is that the restrictions on development for at least ten years will result in assessments based principally on the land's value for agricultural use, rather than its urban potential. If land owners in the Aptos area's rural valleys desire to continue farming and the County adopts a policy of discouraging conversion to urban use, the Williamson Bill may provide the means. The farm land can qualify under the Act if it is placed by the County in an agricultural preserve of not less than 100 acres. If it is "prime agricultural land"--either rated as Class I or II under the Soil Conservation Service rating system, or has produced crops with an unprocessed gross value of \$200 per acre for three of the last five years, the county may contract to pay landowners \$.05 per \$100 of assessed valuation of the land each year. The law provides State subsidies of one dollar per acre to cover the cost, as well as local administrative costs. Landowners may agree to waive payments, and non-prime land may be included but without payments to owners. Most of the apple orchards would qualify under the \$200 gross value provision.

Marin, San Mateo, Santa Clara, Sonoma, Fresno, and Riverside County already have established agricultural preserves under the Land Conservation Law, but none has utilized the provision authorizing payments. Marin has taken the lead. Over 50,000 acres--almost 24 per cent of the agricultural land and about 15 per cent of the entire area of the County--now is subject to agreements that it will be used only for agriculture for not less than 10 years. The Assessor credits the law with saving Marin's dairy industry that otherwise might have been driven out by inflated land values. In Santa Cruz County, a committee of local officials has studied establishing agricultural preserves under the Land Conservation

Law, the Planning Commission has acted favorably on the proposal, and the issue now is before the Board of Supervisors.

Approval of a State constitutional amendment (Proposition 3) by the voters in 1966 broadened the power of the Legislature to give preferential tax treatment to open space lands. Governor Reagan has advocated implementing legislation, and the Senate and Assembly have established a joint Open Space Lands Committee to study the issue and to report in 1968.

Because the Land Conservation Act and any new law that may be passed authorizing tax relief grant subsidies, directly and/or through reduced assessments, to one class of property owners, their prospective consequences should be critically evaluated before they are applied locally. Would the lost local tax revenue have been of greater benefit to the community at large if used to purchase parks or other space? Marin County reported that a \$3 million shrinkage in valuation (0.7 per cent of the total) resulted from establishing agricultural preserves. The \$85,000 tax loss, which presumably will increase every year, would have carried almost \$2 million worth of park bonds. If tax sanctuary is available, owners probably will be more reluctant to sell, and the cost of open space land will rise accordingly. Some rural school districts have complained that applying the Land Conservation Law would undermine their tax bases. If agricultural or other open space preserves are established, care should be taken to ensure that the cost (loss of tax revenue) is spread over a jurisdiction with a sufficiently strong economic base to bear it without suffering unduly.

It is universally recognized that where land has urban potential, tax relief at most only will postpone the time of development. When the subdividers' offers rise high enough, it will be worthwhile for the owner to seek cancellation of his agricultural preserve agreement and to pay the penalty (50 per cent of the new assessed valuation) prescribed by the Land Conservation Law.

ENVIRONMENTAL AMENITY

Certain Aptos area subdivisions and others elsewhere in the county demonstrate that it is possible to develop sloping and wooded land without destroying its natural beauty. Although there is no substitute for sensitive, skillful design, public regulation can do a great deal to preserve environmental amenity. The County should adopt an ordinance requiring submission of grading plans for review and approval for all types of projects including subdivisions. A slope conservation combining district, applicable to steep sites (15 per cent average slope or greater), should be added to the Zoning Ordinance. This provision should require that lot area and width be increased in proportion to ground slope, prescribe special standards for street and lot grading, permit garages and carports to be located in required front yards in appropriate cases, and limit the area in which mature trees can be cleared to that needed for the dwelling, parking, access, and usable open space. Technical amendments to the Subdivision Ordinance also will be necessary to make it conform with the grading ordinance and the slope conservation regulations of the Zoning Ordinance.

All utilities are underground in the Los Barrancos and Aptos Seascape developments. Recent technological advance has reduced

the cost of putting electric and telephone ways in underground conduit to as little as \$50 per lot in residential subdivisions. Many California cities now are requiring underground wiring in all new subdivisions. Unfortunately, P. G. and E. until recently has made less technical advance, in terms of reducing costs, and has exerted more political resistance than electric utility companies in other urban regions of the state and nation. Puget Sound Light and Power Company in Seattle, for example, advertises on television, "Don't buy a home in an obsolete subdivision—one without underground wiring." P. G. and E.'s so-called "streamline" utilities system, with transmission lines borne on metal standards and only service lines to dwellings underground, is not an acceptable substitute. However, it appears that at last progress toward reducing the cost of underground wiring is being made in northern California. A special committee reported to the City of Fremont in 1966 that after long negotiations with P. G. and E. the cost of undergrounding, including street light wiring, had been reduced to \$100 - \$175 per lot. Pacific Telephone Company generally has been willing to put its wires underground wherever P. G. and E. has done so. It is the policy of P. G. and E. and P. T. and T. to underground at their own expense in intensively developed commercial areas where the power load justifies the cost.

Now that underground wiring no longer need be a luxury item, in terms of cost, it would be reasonable for the County to require it in all new subdivisions. The more widespread the requirement the lower the unit cost will be. Putting wiring underground in already developed areas is much more expensive at present. However, if the new regulation were initiated now, eventually three quarters or more of Aptos area development would be free of unsightly poles and wires. Because scenic views are an important element of the value of many Aptos properties, the investment in undergrounding would yield greater returns here than in most urban areas. Undergrounding high voltage transmission lines still is unreasonably expensive, but a federally sponsored program of research to reduce costs has been recommended by the Secretary of the Interior.

Although the Aptos area's steep slopes and ravines are heavily wooded, the rolling hill lands and, particularly, the coastal plateau lack natural tree cover. The older portion of Rio del Mar offers a fine example of how street trees and other landscaping can virtually transform the appearance of an urban area. Many of California's most beautiful communities have attained their quality largely by tree planting: Sausalito, Belvedere, Berkeley, Palo Alto, Carmel, and parts of Sacramento, Santa Barbara, and Riverside, to name only a few. Street trees are required in new subdivisions in most California jurisdictions, and some cities even obtain them in connection with issuing a building permit. Landscaping, both on and off-site, customarily is required as a condition of a use permit. The use of inexpensive, low maintenance, native plant materials, such as ceanothus in medians and traffic islands, and ice plant on borders and cut slopes, combined with suitable varieties of street trees can do wonders for the appearance of both residential and commercial areas. Trees should be planted so as to provide screening and wind protection where desirable, but also so as to preserve vistas of the Bay, the mountains, and other scenic prospects. A provision requiring both street trees and other types of landscaping should be added to the Subdivision Ordinance. Appropriate landscaping of devel-

opment along Route 1 is one of the criteria set by the State for it to be part of the scenic highway system.

Prohibition of billboards and regulation of on-site signs, as provided in the Zoning Ordinance, must be continued both along Route 1 and in all other commercial and industrial districts. Moving and blinking signs are not permitted, and use of natural materials and indirect lighting of signs should be encouraged. The screening and landscaping requirements of the ordinance also will help to ensure environmental amenity. High quality architectural and landscape design, use of harmonious building materials and colors, good site layout, and tasteful signs can best be attained by combining the D Design Review District with all zoning districts in the planning area except those in which only single family detached residences and related uses are permitted.

Some might oppose the measures recommended here to preserve and enhance environmental amenity, on the ground that they will tend to raise the cost of development and thereby weaken the market. However the total cost of "custom" lot grading, conserving mature trees, underground wiring, planting street trees, and landscaping of public rights of way will not exceed 1 or 2 per cent of the package price of a typical new home in the Aptos area. Further, the true cause of demand for property in the area now and in the foreseeable future is not its central location, but rather, its scenic setting and esthetic quality. If these are destroyed or seriously damaged by development, demand will decline, at least until the supply of potential urban land in the Santa Cruz and Watsonville areas near exhaustion.

PARKS AND OPEN SPACE

STATE PARKS

Expansion of Seacliff Beach State Park eastward to meet part of the projected regional demand was proposed and debated when the general plan was being prepared. Because of strong local opposition to additional beach parks primarily to serve outsiders and considerable reluctance by the Planning Commission and the Board of Supervisors to taking land off the tax rolls that otherwise was likely to be used for high value private development, no new beach parks are proposed by the plan. Present State policy makes additional land acquisition unlikely, at least during the current administration. However, eventually the policy could change; and, in any event, the County will continue to face the problems created by its being a regional recreation area.

Because the intensive use of the beach parks concentrates heavy volumes of visitor traffic on relatively few streets, it would be reasonable for the State to make special grants to the County to help defray the cost of maintaining these streets. Other costs incurred by the County, such as surveillance by the Sheriff's Office, arising from its being a regional playground also properly should be paid by the State. Indeed, with 8 per cent of all Santa Cruz County land in State parks, it is reasonable to contend that benefited residents of other counties should share the financial burden caused by the weakened tax base. One way this could be done is by a state-wide equalization program, comparable with school aid. Payments in lieu of taxes could be made by the State to cities, counties, school districts, and other tax-

ing jurisdictions containing more than a given base value of State park land.

LOCAL PARKS

The general plan calls for three community parks and 14 neighborhood parks plus the Village amphitheater and four scenic overlooks on the palisades. At present there is no program for acquiring or operating local parks in unincorporated areas. In its 1966 statement to the Assembly Committee on Natural Resources, Planning, and Public Works, the Board of Supervisors recognized that providing parks primarily serving local residents is a local responsibility. The recently formed County Park and Recreation Commission may recommend that the County assume this function. The alternative would be to create a series of recreation districts with taxing power. One such district logically might encompass the present and future urban portions of the Aptos area.

The principal problem in the planning area is how to preserve appropriate potential park sites in advance of development. Under a 1965 amendment to the State Subdivision Map Act, the County may require a subdivider to dedicate land for a park serving his subdivision or pay a fee in lieu of dedication, or a combination of both, provided that the County has adopted a general plan including a recreation element and the required action conforms with the plan. The amount and location of the land to be dedicated or the fee to be paid must bear a reasonable relationship to the prospective use of the park by residents of the subdivision. Only payment of a fee may be required if a subdivision has less than 50 lots. Definite standards must be set by ordinance for determining the amount of land and the amount of the fee. This law holds great promise for the County to obtain the scenic overlooks on the palisades in newly developed areas and at least some of the neighborhood and community park sites shown on the plan. Many cities already have amended their subdivision ordinances to require park land dedications or in lieu fees. Santa Cruz County should follow suit.

Federal grants are available from the Department of Housing and Urban Development to pay up to half the cost of land acquisition or development of local parks. Since 1964, San Mateo County has appropriated \$100,000 a year to pay half of the remaining 50 per cent, provided that a city or special district pays the balance. This cost sharing arrangement already has resulted in over \$2 million worth of park acquisition and development. Also available from H. U. D. are matching urban beautification grants to finance such projects as landscaping streets, other public rights of way, and existing parks.

PRIVATE OPEN SPACE

Establishment of the planned community zoning district will ensure that the privately owned beaches and arroyos will be preserved, and, if skillfully administered, that the palisades and uplands will not be despoiled.

Experience elsewhere in California indicates that "cluster development" can effectively conserve scenic and recreational assets. Under a planned community or planned unit development procedure, more intensive development (higher densities) on other parts

of the property is permitted if suitable areas are kept open for the enjoyment of all the residents. An outstanding example of cluster development on land similar to the Aptos bayfront is "The Bluffs" at Newport Beach. Even without the incentive of greater density, the developer of Los Barrancos dedicated 1,000 feet of beach frontage to the residents of his subdivision.

Conservation regulations also can help to preserve Aptos' scenic beauty. Drainageways should be left undisturbed to prevent slides and flood problems. For the same reason, indiscriminate road building, earth moving, and tree removal on hillsides should be prohibited by the County. Amendments to the State Forest Practices Act, which regulates logging on private property, also are needed to help preserve Aptos' wooded backdrop.

Development rights or "scenic easements" could be obtained by the County, either by purchase or gift. This device could keep development off of the cliffs or keep wooded ravines and hillsides in their natural state while they remain in private ownership. Federal matching open space grants can be used to buy development rights. Owners who saw fit to dedicate scenic easements (or from whom such easements were purchased) could gain preferential tax treatment on the portion of their holdings affected, under the open space constitutional amendment. The principal disadvantage of this device is that if development rights must be purchased, in critical areas they could prove to be as expensive as purchase of fee title to the land.

Actually the most effective means of preserving the Aptos area's scenic beauty is a combination of enlightened development practices, astutely administered regulations, and strong citizen opposition to destruction.

TRAFFICWAYS

As Route 1 is progressively improved to freeway standards, and later is widened to six lanes and eventually to eight, the County should maintain continuous vigilance to ensure that design standards are adequate and sufficient right of way is acquired and landscaped. The graceful concrete freeway structures on the Junipero Serra Freeway in Santa Clara County are the result of justifiable local pressure for high quality design. Santa Cruz County should not settle for less. It should insist that the Division of Highways acquire enough right of way that the County is not confronted with rezoning applications on left-over scraps of land usable only for service stations or drive-ins that would cause traffic conflicts on freeway access and egress roads.

In the Aptos area, Route 1 traverses some of the most scenic parts of the County. Building interchanges and, later, widening the freeway will involve cutting fine stands of pines, cypress, and redwoods, and major earth moving. Freeway design should be sensitive to the beauty of the terrain and avoid creating permanent scars. The present rich landscaping of the justly criticized Carmel Hill interchange in Monterey County demonstrates that a landscape despoiled can be restored. The County should put the Division of Highways on notice that it must purchase enough land to avoid steep cuts and fill slopes, and to permit planting the freeway borders with trees and other plant materials so as to restore the scenic beauty of the corridor within a

reasonable time. Since Route 1 is in the State scenic highway system, if the County acts to protect the corridor, within the right of way the Division hardly can do less.

Any move by the State to build a second parallel freeway instead of widening the present one should be strongly resisted.

Rights of way of new thoroughfares and those indicated for widening on the plan should be protected from encroachments that would make such projects unduly expensive and disruptive in the future. Engineering studies to determine precise alignments should be made as soon as possible. The resulting plans should be adopted as "specific plans" as authorized by State law, and ordinances should be enacted prohibiting building in the projected rights of way. A standard design for each type of thoroughfare would not be appropriate in the Aptos area. To conserve land forms and minimize tree removal, each road should be sensitively designed to fit the terrain. Right of way widths should vary, and design standards should not be uniform. In some locations the median should be narrow to minimize the total roadway width, and in other locations it should be wide to preserve fine stands of trees in the center of the road. In wooded hill areas, the natural aspect of the landscape should be preserved. In bare, flat areas, creation of man-made effects, with uniform rows of trees and neatly planted medians and borders, may be appropriate.

OTHER EFFECTUATION DEVICES

URBAN RENEWAL

The Planning Department's field survey of condition of structures revealed that 10 per cent of the residential buildings in the planning area were in need of minor repairs and maintenance and only 2 per cent were in need of major repairs. The only area with a high percentage of substandard dwelling (40 per cent) was the Freedom Boulevard-Day Valley-Pleasant Valley area which is still rural and contains a total of less than 300 housing units. Nowhere in the planning area is there a concentration of substandard residential buildings. Consequently residential urban renewal would not be appropriate. Even if there were one or more blighted areas, it is highly questionable whether the Aptos area could qualify for federal aid, which is essential to most urban renewal projects. Adoption and enforcement of building and housing codes are prerequisites imposed by H.U.D. Many of the area's older homes, built originally for seasonal use, could not practically be improved to present code standards. Further, the persons most likely to be displaced by a residential renewal project are those least able to afford new quarters - retired persons and others in the lower income categories. Although federal regulations and State law require that those displaced be satisfactorily rehoused and funds are available to cover moving expenses, the social desirability of such a program in an area like Aptos is seriously questionable.

The major concentration of substandard structures understandably is in the oldest area - Aptos Village. Most of these are store buildings. The survey classified 60 per cent of the commercial structures as substandard, but only one was in need of major repairs. The others need only minor repairs and better maintenance. Consequently the Village is not a suitable area for

urban renewal. The kind of improvement program that is needed is described in the chapter on the Aptos Village Plan.

ASSESSMENT DISTRICTS

Improvements proposed by the general plan that will benefit only a particular area can be financed by assessment district proceedings in appropriate instances. Examples are bringing unimproved streets up to standard, and providing the parking and landscaping proposed in Aptos Village. Various procedures are available under different State laws including the Street Opening Act of 1905, the 1913 Municipal Improvement Act, and the Parking District Acts of 1943 and 1951. In each instance, the most suitable procedure should be selected. Extensive use of assessment districts in the planning area does not appear likely.

CITIZENS' COMMITTEE

The Citizens' Committee provided a valuable service in preparing its report on policy objectives of the general plan. Most of its recommendations are reflected in the plan. However, in the period when the plan was being prepared there was some confusion as to whether the planners were answerable primarily to the Committee or to the Planning Commission. This problem was solved by the Commission's making clear its responsibility to decide on the content of the general plan prior to the commencement of public hearings.

Following the second Commission hearing, the Citizens' Committee requested that the plan be referred to it for comparison with the policies set forth in its report and for recommendations on revisions. The Committee's second report not only covered these subjects but also modified some of the policies in its original report. In the 16 months that elapsed between the first and second reports participation in the Committee's deliberations declined from the original 72 members to less than 20. Those who remained active were mainly people with personal or business reasons for wanting the proposed general plan changed. The Committee no longer fully represented the broad range of community interests or all of the geographic areas that it originally had.

In an unincorporated area, a permanent citizens' committee can be particularly helpful in ensuring that the general plan is translated into action. Under county government, because boards of supervisors and planning commissions represent such large geographic areas and such broad ranges of interests, decisions on public actions frequently are made by one or two men who happen to represent or reside in the district affected. This form of government tends to be less responsive to public opinion than municipal government, particularly small city government.

In Monterey County, where there are a number of unincorporated urban areas, comparable with the Aptos area, for many years the Planning Commission has had local advisory committees of 10 or 12 members to which it refers major development issues for recommendations. Such an advisory committee, representing all geographic portions of the Aptos area as well as a broad range of interests, could well serve the County as a watchdog to ensure that all actions that affect the area's development are in accord with the general plan. Members might be nominated by

the various local improvement associations, where they exist. However, if it is to be effective, the committee should be given semi-official status and should never be bypassed by the Commission. In addition to making recommendations on issues referred to it, the advisory committee should be authorized to call for the initiation of projects and programs it believes are needed to carry out the plan and to suggest that the plan be reviewed and revised when this appears necessary.

INCORPORATION

"What is urban should be municipal" is an aphorism frequently quoted by advocates of incorporation. There are undeniable advantages, particularly with respect to home rule and grass roots representation. However, the additional layer of government costs money, and if the city does not have a sufficient non-residential tax base, the burden falls primarily on home owners. Some cities, like Saratoga, have gained the advantage of local control at minimum cost by contracting with the county for services, but they usually provide few or no services beyond those available before incorporation. Unless the Aptos area is able to attract footloose offices and research and development industries, it will not have a greatly strengthened tax base until the population grows sufficiently to support a significant amount of new commercial development. Attraction of tourist business would help. However, it appears that the Aptos area will not be in a financial position to incorporate within the next 10 years or more unless residential property owners are willing to assume most of the cost.

Many California cities, notably Fremont, have incorporated primarily to control their own destinies, but the menace of annexation by a nearby city (Hayward, in Fremont's case) generally has been at least a secondary element in the decision. At present, there appears to be little likelihood of the Aptos area's being annexed by its closest municipal neighbors, Capitola and Watsonville. This factor further decreases the likelihood of incorporation. However, the situation could change. Experience elsewhere in the state demonstrates that lack of responsiveness by the County to local opinion on development issues could be the principal cause of an incorporation movement. In the final analysis, the decision will be made by the local voters, provided that the Local Agency Formation Commission approves, and the general plan will provide a means of measuring adherence to the public's will.

DEVELOPMENT PLANS

Two detailed plans, the Aptos Village Development Plan and the Shoreline Sketch Plan, were prepared as parts of the Aptos area planning program, but neither is part of the general plan adopted by the County. Because of the special characteristics of the site and the desirability of preserving existing buildings, it was necessary to study the Village and its surroundings in detail to determine both the need for improvement and the potential for expansion. The land use, community facilities, and circulation elements of the general plan are consistent with the Village Development Plan, although far less detailed. Because of the fragile natural beauty of the shoreline and the imminence of urbanization of the unimproved coast lands east of Rio del Mar, it was necessary to study the beaches, palisades, and uplands in detail to determine which areas should be conserved in their natural state and which could be developed without despoiling the shoreline. Primarily because of local opposition to additional beach parks and provision of facilities that will attract more visitors, the general plan does not conform with the Shoreline Sketch Plan. Development of privately owned palisades and uplands is to be permitted, subject to approval of detailed plans by the County. Proposals for park expansion, and additional parking facilities were eliminated.

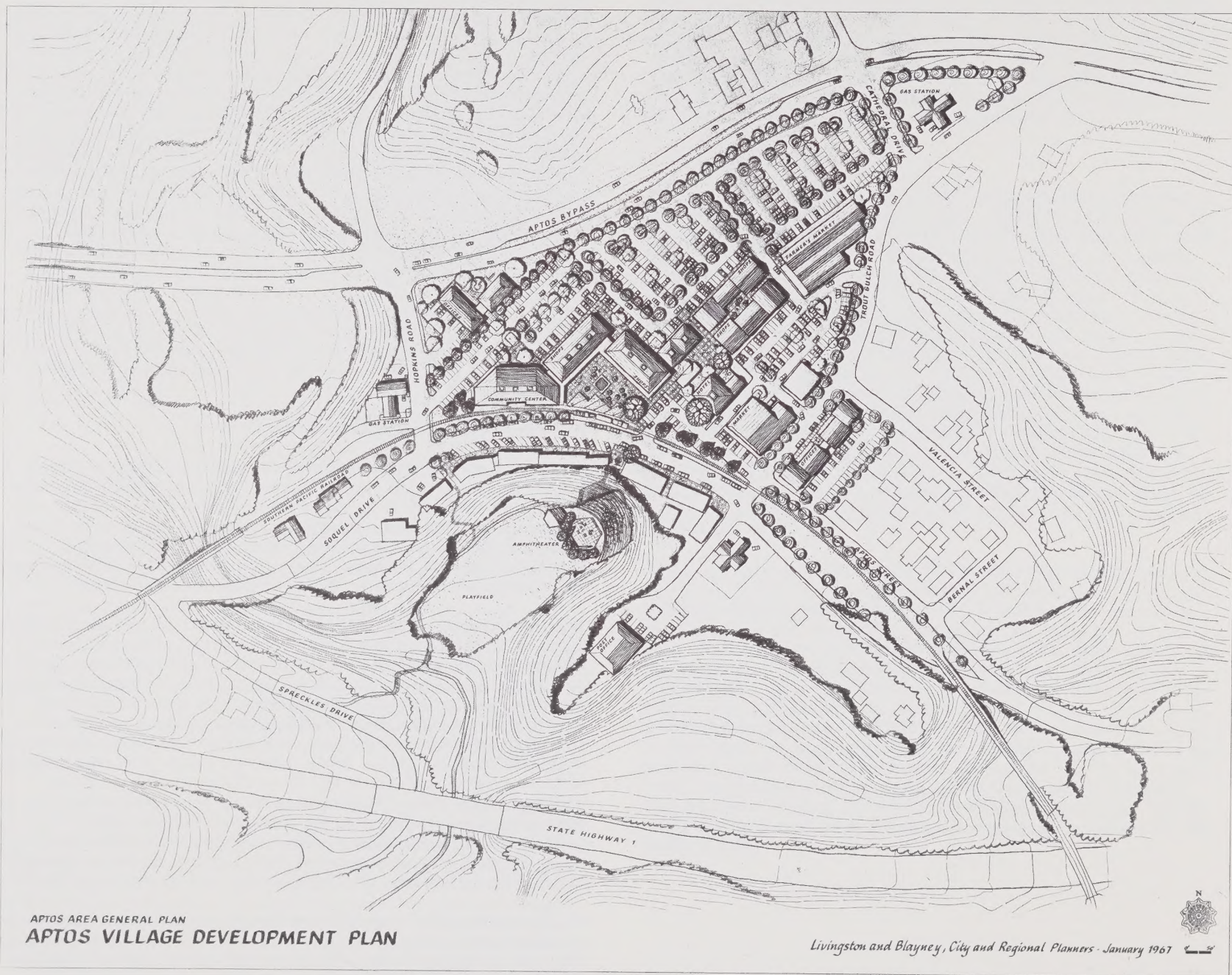
APTOS VILLAGE DEVELOPMENT PLAN

Construction of the Aptos bypass will remove through traffic on Soquel Drive and make it available for shopping traffic and parking; but the bypass will be close enough to the Village that it will be able to feed cars into parking lots, entered via Hopkins Road, Cathedral Drive, and Trout Gulch Road, that will immediately adjoin the stores. Because it is more of a novelty than a nuisance, the railroad will remain on the north side of Soquel Drive.

The Bay View Hotel and the adjoining market and stores are proposed to be retained, with additional parking at the rear, accessible from Trout Gulch Road. Just to the west would be a plaza or village square bounded on two sides by restaurants and shops, probably mainly catering to the tourist trade, and on the third side by a community center building large enough to house an assembly hall, kitchen, library, and art center. Extending northeast from the plaza, there would be a mall flanked by shops, with a farmers' market, in the Trout Gulch Road warehouse building, at the end. Office groups would be located on the bypass at Hopkins Road and on the east side of Trout Gulch Road between Valencia and Soquel. New service station sites would be on the west side of Hopkins at Soquel Drive and on the triangle bounded by the bypass, Cathedral Drive, and Trout Gulch Road.

On the south side of Soquel Drive the present stores, with their quaint covered walks, would remain. There would be a bay for diagonal parking in front. The Post Office, with its own parking lot, is conveniently located close by. The natural bowl behind the stores would be developed as a park, with an amphitheater against the hillside and a turfed playfield on the flat portion. A pedestrian path through the park would be part of a chain from Nisene Marks State Park to Seacliff Beach.

There would be a total of 112,500 square feet of store and office space in the Village if it were expanded as shown on the plan. Parking was provided at a ratio of six spaces per 1,000 square feet of floor area in buildings. Of the total of 700 off-street and



APTOS AREA GENERAL PLAN
APTOS VILLAGE DEVELOPMENT PLAN

Livingston and Blayney, City and Regional Planners - January 1967

curb spaces, about 600 would be located north of Soquel Drive, and the balance on Soquel and to the south.

Both the present buildings and the new ones in the Village should be painted in a coordinated color scheme. Signs should be specially designed, using harmonious materials, lighting, and lettering styles. New buildings should harmonize with the old ones in form, materials, and colors, but need not imitate the architecture of another day. Electric and telephone wires should be placed underground and power poles removed. Streets and parking lots should be landscaped as shown on the plan. The picturesque old buildings and the proposed new ones grouped around the plaza and the mall would create a charming ensemble, admirably suited to making the Village a tourist attraction like Carmel, Sausalito, Tiburon, and, most recently, parts of Los Gatos and Saratoga have become. If summer passenger excursion trains are revived, there could be a stop at the Village plaza for shopping and refreshments.

Estimated costs of carrying out the village development plan, except for private projects, are summarized in the following table:

Streets

Aptos Bypass	
Right of Way	\$ 63,040.
Improvements	
Curbs	21,500.
Pavement	89,200.
Subtotal	110,700.
Contingencies and fees	22,140.
Total, improvements	\$132,840.
Total, right of way and improvements	\$195,880. \$ 195,880.

Other Streets	
Right of Way	\$ 21,740.
Improvements	
Curbs	15,280.
Sidewalks	11,890.
Pavement	68,730.
Subtotal	95,900.
Contingencies and fees	19,180.
Total, improvements	\$115,080.
Total, right of way and improvements	\$136,820. \$ 136,820.

Street lights	\$ 13,600.
Contingencies and fees	2,720.
Total, street lights	\$ 16,320. \$ 16,320.

Total, right of way and improvements	\$ 349,020.
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Parking Lots

Land	\$128,715.
Improvements	140,568.
Contingencies and fees	28,114.
Total, improvements	\$168,682.
Total, land and improvements	\$297,397. \$ 297,397.

Plazas and Malls

Land	\$ 11,928.
Improvements	60,000.
Contingencies and fees	12,000.
Total, improvements	72,000.
Total, land and improvements	\$ 82,928. \$ 83,928.

Public Facilities

Land	\$ 29,496.
Improvements	
Community center building	203,000.
Parking	9,975.
Landscaping	9,000.
Amphitheater	43,950.
Pedestrian paths	4,565.
Playfield	38,400.
Subtotal	308,890.
Contingencies and fees	61,778.
Total, improvements	\$370,668.
Total, land and improvements	\$400,164. \$ 400,164.

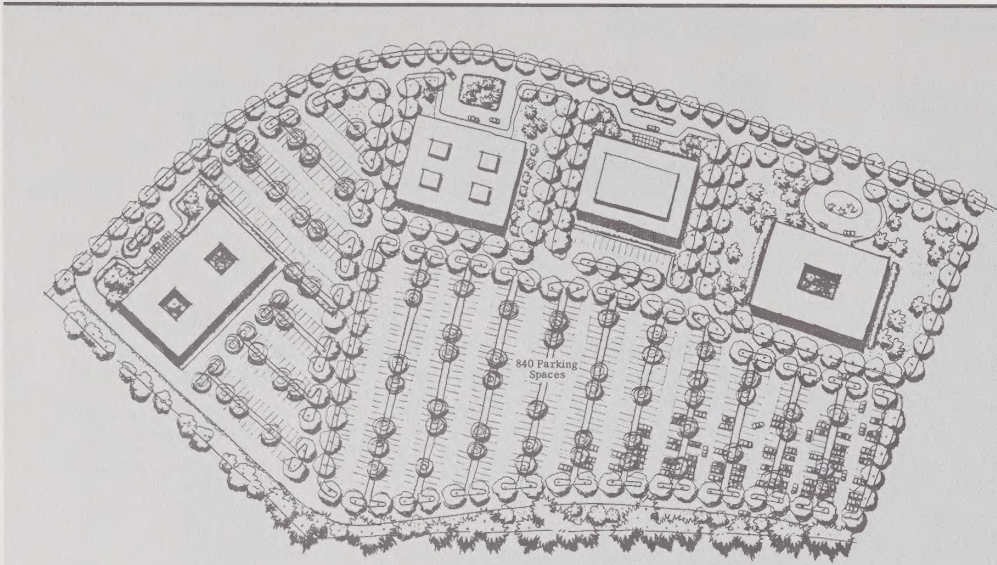
Street Trees and Bypass Landscaping

Street trees	\$ 1,250.
Bypass landscaping	7,920.
Subtotal	9,170.
Contingencies and fees	1,834.
Total, street trees and landscaping	\$ 11,004. \$ 11,004.

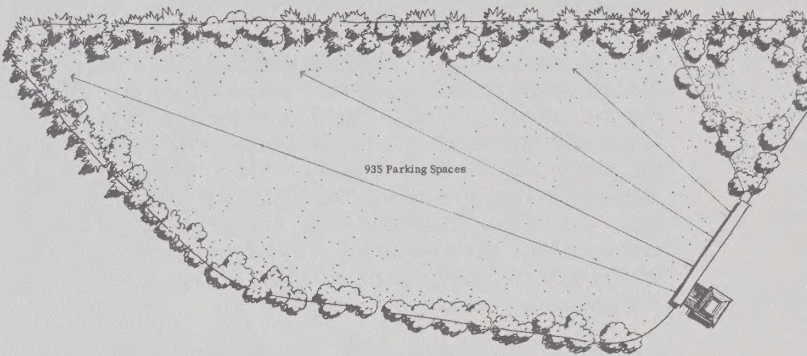
Total Estimated Costs	\$1,141,513.
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SHORELINE SKETCH PLAN

Based on the projected 1990 regional need for almost 10 miles of additional beach park frontage and definite evidence that climate and swimming conditions are superior in the Aptos area than elsewhere in northern California, the Sketch Plan proposed that Seacliff Beach State Park be extended west to join New Brighton Beach State Park and southeast to join Manresa Beach State Park. Thus the entire shoreline of the planning area would have been in public ownership. In addition all of the wooded ravines linking the beach and the uplands were to be acquired, as shown on the plan, both to preserve their scenic beauty and to provide pedestrian accessways to the beach. At the time when the plan was prepared, in the fall of 1966, the State Director of Parks and Recreation encouraged County officials to adopt a master plan of beaches, including acquisition of the Aptos shoreline, and stated that if the County requested the State to purchase these lands for park use, State and federal funds might be made available.



OFFICES, RESEARCH AND DEVELOPMENT PLANTS, HIGHWAY 1 AT STATE PARK DRIVE

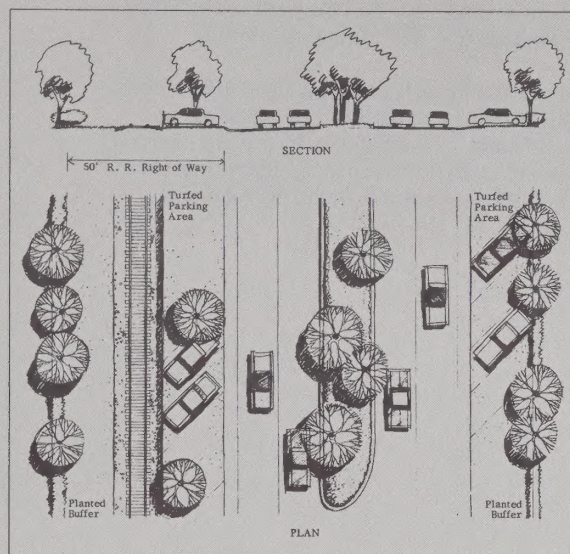


GOLF DRIVING RANGE ON HIGHWAY 1

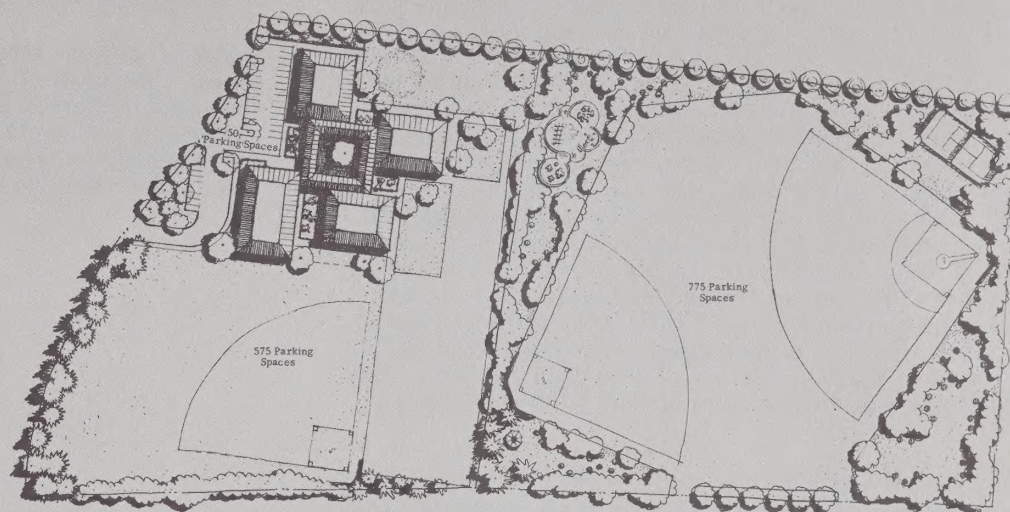


SHORELINE SKETCH PLAN

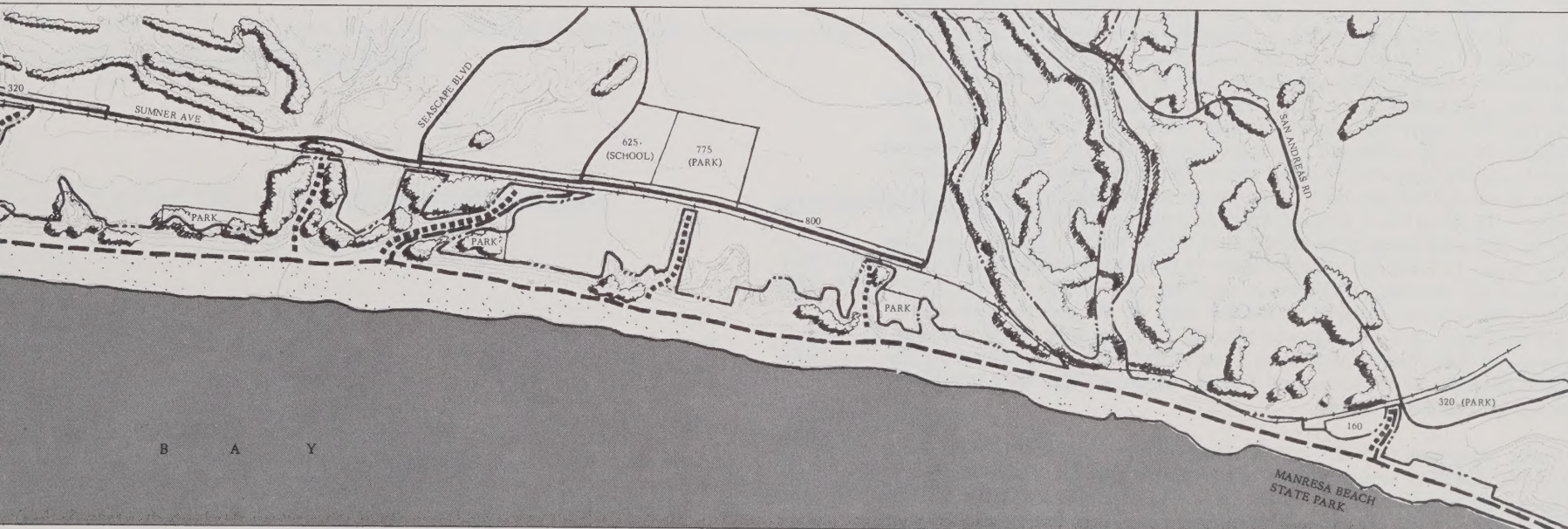
----- BEACH PALISADES AND RAVINES TO BE CONSERVED PEDESTRIAN ACCESS TO BEACH



SUMNER AVENUE BORDER AND RAILROAD PARKING



K-6 SCHOOL AND COMMUNITY PARK, SUMNER AVENUE, APTOS SEASCAPE



— BEACH TRANSIT (ELEPHANT TRAIN)

780 (PARK) NUMBER OF PARKING SPACES (ALTERNATE USE)

If the expanded beach park were to have been made fully usable, it would have been necessary to provide extensive additional parking facilities. The Sketch Plan shows the parking lot at Seacliff expanded to 780 spaces, and additional parking on the Rio del Mar Esplanade (190 spaces total), and on Beach Drive and the former beach club site (350 spaces), as planned by the State Division of Beaches and Parks. However instead of expanding Esplanade parking onto the beach, the plan calls for expansion northward. New parking lots are shown, connected with the beach via pedestrian paths, at the east boundary of Seascope (1,400 spaces) and adjacent to the present parking lot at Manresa Beach (480 spaces total). East of Seascope Boulevard to Los Barrancos and west of Clubhouse Drive to the sewage treatment plant, Sumner Avenue was proposed to have turfed borders (within the railroad right of way on the south side) that could be used for parking when the lots were full; a total of 1,120 spaces would have been possible. Additional pedestrian paths between Sumner and the beach were provided.

These parking lots would have been little used in the winter months, and during the season they would have been full only on weekends and holidays. Consequently the plan proposed that half of the Seacliff lot and the new lot at Manresa Beach be turfed and landscaped for use as parks when not needed for parking. The lot at Seascope was to be used both for a park and an adjoining school playground. At Knott's Berry Farm in Orange County the parking lots are turfed, and in Ross the elementary school playground is used for parking during the annual Marin Art and Garden Fair.

Even the total of over 4,300 parking spaces proposed within walking distance of the beach would not have been sufficient if most of the five mile long shoreline in the planning area had been open to public use. According to State Recreation Plan standards, which assume extremely intensive beach use (0.5 feet of shoreline per person), as many as 13,600 parking spaces might be needed. The Sketch Plan provided about half this many--a total of 6,460--not only because the demand was expected to be less, but also because local streets could not handle the traffic generated by many more than about 4,000 spaces without being widened solely for this purpose. To keep local streets from becoming congested on peak days, the plan located the additional 2,140 spaces in three parking lots close to freeway interchanges--840 at State Park Drive, 935 west of Rio del Mar Boulevard, and 365 east of Rio del Mar. Since these spaces would be needed only on the busiest weekends and holidays, it was proposed that the parking lots of offices and research and development plants be leased for this purpose by the State Division of Beaches and Parks, on days when they otherwise would be virtually empty.

It was proposed that drivers leaving the freeway at the State Park and Rio del Mar interchanges would be notified by temporary signs: "Beach parking lots full. Park here and use beach transit." They would park in the office and industrial plant lots and would be transported to the beach by elephant trains, like those used at Angel Island State Park and the San Francisco Zoo, for a nominal charge. The trains could be equipped to run on the sand and, as shown on the Sketch Plan, would deliver passengers directly to the beach. With stops at each of the principal pedestrian access points, it also would be possible for them to transport people to various parts of the beach, thus minimizing crowding. Elephant trains of

six cars could provide the beach transit needed on peak days without congesting State Park Drive and Rio del Mar Boulevard.

Sketches show the alternate uses for beach parking lots that would occupy them most of the year, and the possibility of parking on the turfed borders of Sumner Avenue. In addition to a park-school playground and an office-research and development plant complex, the possibility of temporary use of a seasonal parking lot for a golf driving range is shown.



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